

# Growth Management and Urbanization Plan

An Element of the City of McMinnville  
Comprehensive Plan  
May, 2003



City of McMinnville Planning Department

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# I. INTRODUCTION

## **McMinnville will continue to grow; that growth will require additional land for urban development**

Since 1980, McMinnville's population has almost doubled, increasing by more than 14,000 between 1980 and 2002. As of January 1, 2003, McMinnville had an estimated 28,500 residents.<sup>1</sup> McMinnville has been one of the fastest growing cities in Oregon and is now the 15<sup>th</sup> most populated city in the state.

This growth in population, and associated development, has caused McMinnville's physical and social landscape to change dramatically. During the past two decades:

- McMinnville experienced unprecedented development of multi-family housing, nearly depleting its available inventory; residential development pushed to the limits of the current urban growth boundary on the west and southwest.
- Large-scale commercial development occurred in both northeast and southwest McMinnville; and industry continued to expand in the Riverside Drive area.
- A world-class museum to house the historic HK-1 Flying Boat ("Spruce Goose") was constructed on Three Mile Lane.
- Linfield College, with acquisition of the former Hewlett-Packard property, has undertaken an ambitious expansion of its campus.
- The composition of the population changed: many more Hispanics, and those that require assisted care, now call McMinnville their home.

The City estimates that the population will continue to grow in the next 20 years adding 15,545 people and bringing the total city population to 44,055 in 2023.<sup>2</sup> These new residents will require additional land for housing, commerce, industry, schools, parks, and places of worship among other uses.

Using technically accepted and legally required procedures for estimating land needs to accommodate the expected growth, the City concludes that there is not enough buildable land remaining within the present urban growth boundary (UGB) to accommodate this projected need. If past land use policies and practices remain static, and market trends are as predicted, McMinnville will require that more than 1,000 acres of vacant buildable land be added to its present urban growth boundary in order to accommodate this need.

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<sup>1</sup> Portland State University estimated McMinnville's July 1, 2002 population at 28,200.

<sup>2</sup> Appendix A provides justification for the population and employment forecasts.

## **McMinnville must make choices about the best way to accommodate that growth**

McMinnville recognizes the value that the surrounding farm and forestlands add to its identity, economy, and quality of life. The City's policies should be modified in such a way as to reduce the potential conversion of this resource land to urban use. McMinnville also recognizes the need for its current and future residents to have affordable housing, a healthy economic climate, and land on which to build parks, schools, and places of worship. Choices must be made about how to balance these competing goals of land conservation and land development.

## ***This Growth Management and Urbanization Plan describes the City's choices***

This **Growth Management and Urbanization Plan** proposes specific policies and actions that McMinnville must adopt and undertake to achieve its vision of a compact and livable community. This Plan will serve as a long-range guide for public policy decisions concerning the overall growth and development of McMinnville. It will be adopted as part of the City's Comprehensive Plan. The Plan focuses on the physical growth and development of the city but also addresses quality of life issues such as the preservation of our historic downtown, retention of farmland, protection of environmentally sensitive lands, and stabilization of neighborhoods.

The Plan offers a strong direction for preserving open space, preventing commercial strip development along McMinnville's arterials, promoting transit and pedestrian-oriented development, providing for economic growth and housing opportunities, strengthening its historic downtown, and connecting neighborhoods and land uses. It also aims to contain urban development within the natural and manmade edges that visually define and contain McMinnville's urban form. As its centerpiece, this plan offers a new direction for McMinnville with a system of "neighborhood activity centers" to promote pedestrian-friendly alternatives to unattractive, inefficient strip development and uses isolated from one-another. As proposed, these activity centers will include highly connected, pedestrian-oriented commercial and office cores, surrounded by higher-density residential uses. The commercial, office and residential concentrations at activity centers are mutually reinforcing and will support future transit service and promote walking. Neighborhoods, connected by pedestrian corridors and local streets to activity centers, will transition from higher to lower densities as one moves outward.

This plan also takes the position that McMinnville should encourage a diversity of development patterns and housing types, including protection of its traditional development and design patterns as well as its conventional suburban residential neighborhoods. When appropriate, the City should use traditional design principles in new development. Put simply, the City recognizes that one key to a livable, sustainable future with a high quality of life and a healthy economy is to ensure that the option remains for its citizens to live, work, shop, and recreate in a variety of development types. McMinnville is committed to establishing and retaining land uses, policies, and infrastructure that will protect the viability of neighborhoods, as

they are the key building block to quality of life, McMinnville style. This can most effectively be achieved by establishing standards that are people-oriented and that create an environment rich in housing and transportation choices, adequate public parks and open spaces, and a healthy economy.

This Growth Management and Urbanization Plan is intended to complement the McMinnville Transportation System Plan by promoting land use patterns that support transportation choice. It is also the intent of this plan to provide the background and justification necessary to support the expansion of the current McMinnville urban growth boundary, as well as provide planning for those expansion areas.

## II. CONTEXT FOR CHOICE: EXPECTED GROWTH

Over the course of the past few years, the City conducted an exhaustive review and study of its recent development history, national, state, and local housing trends, economic data, and characteristics of each of the more than 8,000 individual parcels of land within its present urban growth boundary in order to define its future urban land needs and ability to meet those demands. These studies, which culminated in the “McMinnville Residential Land Needs Analysis” and the “McMinnville Economic Development Plan,” provide extensive documentation and insight as to how McMinnville’s future land use and development patterns may form, based upon our recent history and existing land use policies.

The City estimates that an additional 15,545 residents will reside in McMinnville in the next twenty years, bringing the projected total population of the city in the year 2023 to 44,055 (see Appendix A for additional justification for the population and employment forecasts). This increment of growth reflects a 2.2 percent annual increase during the planning period, an annual rate of growth some 1.2 percent less than has been experienced in McMinnville in the preceding two decades, and 0.7 percent less than has been experienced in McMinnville for the 100-year period between 1900 and 2000.

**Table 1. Coordinated population forecast, 2003-2023, Yamhill County and McMinnville**

Date	Yamhill County	McMinnville	Ratio of McMinnville to County
2000 Census	84,992	26,499	31.2%
2002 PSU	87,500	28,200	32.2%
2003	88,887	28,510	32.1%
<b>2023</b>	<b>125,144</b>	<b>44,055</b>	<b>35.2%</b>
Change, 2003-2023			
Number	36,257	15,545	
Percent	40.8%	54.5%	
AAGR	1.7%	2.2%	

Source: US Census (2000); PSU CPRC (2002), ECONorthwest

Note: 2003 and 2023 Yamhill County extrapolated from 1997 OEA long-term forecast; 2003 and 2023 McMinnville figures assume a 2.2% average annual growth rate using the 2002 PSU estimate, the same growth rate previously supported by DLCD and Yamhill County.

As a group, National, State, and local trends suggest that these future McMinnville residents will exhibit the following general characteristics:<sup>3</sup>

- The number of “traditional families” (married couple with one or more children at home) will continue to decline.

<sup>3</sup> The *McMinnville Residential Lands Study* describes how demographic trends will impact housing in more detail.

- The number of female heads of household, and people living alone will increase. Couples without children also will see an increase (Baby boomers now reaching their 50's and that have, or are about to, move into the "empty nest" stage of life).
- Household income will be higher.
- The overall average age will be higher.
- The percentage of Hispanic residents will increase slightly.

As regard housing and other land needs for these future residents, the following general characteristics are assumed, based on these same trends and development history analysis:

- Due to growth and demographic trends, the percentage of the City's total population in group quarters will decrease slightly. The City, however, will add 400 new group quarters units.
- Increases in persons per household due to the city's growing Hispanic population will be offset by increases in female, heads of household, and an aging population such that it will remain flat from its year 1990 figure of 2.54.
- An additional 6,014 new dwelling units will need to be constructed to provide housing for the anticipated growth.
- Residential density will average 7.2 dwelling units per net acre, a 22 percent increase from the average density experienced in the city's most recent decade of growth.
- To meet Park Master Plan standards, an additional 314 acres of neighborhood, community, and greenspace/greenway park land will be needed.
- There will need to be an additional 96 acres of land for public schools arranged in a manner that minimizes the need for bussing.
- An additional 197 acres of land will be needed to accommodate other religious, public and semi-public uses.
- The McMinnville economy will tend to mirror the State and National economies and, as such, will experience slow to moderate growth during the planning period.
- Residents will want to live closer to where they work and play.
- Multi-family living space will increase.
- There will be a movement toward higher density housing in mixed use patterns as an alternate to—or to complement—existing suburban development patterns.
- An additional 110 acres of land will be needed to accommodate commercial uses.

Table 2 shows McMinnville will need 6,014 new dwelling units. Density of new housing will increase from 4.7 du/gross residential acre for the period 1988-2000, to 5.7 du/gross residential acre for the period 2003-2023—an 18% increase. Net density is 7.2 du/net residential acre—a 22% increase over the historical average of 5.9 du/net residential acre between 1988 and 2000.

**Table 2. Forecast of *needed* new dwelling units and land need by type, McMinnville, 2003-2023**

Housing type	Number of DU	Needed DU by Type	Density (DU/ Net Res Acre)	Density (DU/Gross Res Acre)
<b>Single-family</b>	<b>3,607</b>	<b>60.0%</b>	<b>5.4</b>	<b>4.3</b>
Detached (R-1)	601	10.0%	4.5	3.3
Detached (Other)	1,804	30.0%	5.5	4.1
Manufactured in subdivisions	601	10.0%	5.5	5.0
Manufactured in parks	601	10.0%	6.5	5.9
<b>Multi-family</b>	<b>2,407</b>	<b>40.0%</b>	<b>14.0</b>	<b>11.6</b>
Row/Townhouse/Duplex	722	12.0%	10.0	7.5
Apartment	1,685	28.0%	17.0	15.0
<b>Total</b>	<b>6,014</b>	<b>100.0%</b>	<b>7.2</b>	<b>5.7</b>

Source: ECONorthwest

Note: Group quarters not included in number or percent of dwelling units

Table 3 shows residential land needed for housing by zone designation. This table addresses the requirement that cities “determine the needed density ranges for each plan designation and the average needed net density for all structure types.” The results are based on the housing need mix shown in Table 2.



**Table 3. Need forecast of housing, land need (gross acres), and needed density by zoning and housing type, 2003-2023**

Housing type	Zoning					Total
	R-1	R-2	R-3	R-4	R-5	
Number of Dwelling Units						
Single-family	721	1,985	540	360	-	3,607
Detached (R-1)	601	-	-	-	-	601
Detached (Other)	-	1,504	300	-	-	1,804
Manufactured in subdivisions	120	481	-	-	-	601
Manufactured in parks	-	-	240	360	-	601
Multi-family	-	-	301	1,023	1,083	2,407
Row/townhouse	-	-	301	421	-	722
Apartment	-	-	-	602	1,083	1,685
Total	721	1,985	841	1,383	1,083	6,014
Land Need (Gross Acres)						
Single-family						
Detached (R-1)	180	-	-	-	-	180
Detached (Other)	-	368	74	-	-	441
Manufactured in subdivisions	24	97	-	-	-	122
Manufactured in parks	-	-	41	62	-	103
Multi-family						
Row/townhouse	-	-	40	56	-	96
Apartment	-	-	-	40	72	112
Total	204	465	155	158	72	1,053
Implied Density (DU/Gross Acre)	3.5	4.3	5.4	8.8	15.0	5.7

Source: ECONorthwest

Land supply and its characteristics, are an important factor in this land use plan. The analysis finds that approximately 865 acres of vacant buildable land planned for residential use existed within the present McMinnville urban growth boundary in December 2002 (see Table 4).<sup>4</sup> The City has approximately 441 vacant buildable acres designated for commercial and industrial uses. This acreage is further divided into 102 acres planned for commercial use, and 340 planned for industrial use.

<sup>4</sup> The City proposes to redesignate a number of parcels as part of the land use efficiency measures the City is required to consider by state law. These redesignations have no impact on the overall acreage of land available for development, but will add approximately 16 acres to the inventory of buildable residential land.

**Table 4. Buildable land supply, McMinnville UGB, December 2002**

Plan Designation	Gross Acres (July 1, 2000)	Acres	
		Developed (July 1, 2000- Dec 31, 2002)	Gross Buildable Acres (Jan 2003)
Residential	947.0	82.1	864.9
Commercial	115.4	13.5	101.9
Industrial	358.1	18.3	339.8
Mixed Use	2.9	0.0	2.9
<b>Total Buildable Land</b>	<b>1,423.4</b>	<b>113.9</b>	<b>1,309.5</b>

Source: City of McMinnville

Note: Table 4 reflects buildable land supply as of January 2003. The land use efficiency measures presented in Chapter 5 result in modifications to the land supply due to redesignation of some tax lots in the current UGB.

These vacant lands have a capacity to accommodate approximately 2,949 of the 6,014 dwelling units needed during the planning period. This leaves a gap of 3,065 dwelling units that must still be accommodated, not including identified needs for commercial, religious, public (schools, parks, and government facilities), and semi-public land.

Under most any scenario, McMinnville will need to amend its current urban growth boundary in order to accommodate its projected land needs for the planning period. The extent to which this boundary will need to be adjusted is dependent upon several factors; perhaps most importantly upon the growth management strategies and measures adopted by the City, and the qualities and characteristics of the land on which expansion is directed.

Table 5 compares land supply and demand in the McMinnville UGB for the period 2003-2023. The comparison shows that, in the absence of land use efficiency measures, including changes in plan designations, McMinnville will require approximately 1,395 acres of buildable land beyond the supply presently in the City's UGB. This figure is reduced by the land use efficiency measures proposed in Chapter 5. Deficits exist in land designated for residential and commercial uses. McMinnville has a surplus of about 56 acres of buildable industrial land. The industrial land is not factored against the deficits because the City needs the industrial sites to support its economic development strategy.<sup>5</sup>

<sup>5</sup> The City has also conducted an exhaustive review of each of the parcels that comprise this 56 acres to determine its appropriateness for redesignation to residential or commercial use. None of these parcels were found to be appropriate for such redesignation.

**Table 5. Baseline comparison of land supply and demand, McMinnville UGB, 2003-2023**

Plan Designation	Land Need (2003-2023)	Gross Buildable Acres (Jan 2003)	Deficit (Surplus)
Residential <sup>a</sup>	1,780.2	864.9	1,261.0
Commercial	219.1	115.4	106.0
Industrial	269.7	358.1	(88.4)
<b>Total Buildable Land Need Outside UGB</b>	<b>2,269.0</b>	<b>1,338.4</b>	<b>1,367.0</b>

Source: ECONorthwest, 2003

<sup>a</sup> Application of residential carrying capacity analysis produces an unmet residential need of 697 acres and does not allow a simple supply/demand calculation to occur.

Note: Total buildable land deficit does not include the surplus of industrial land. McMinnville will maintain a surplus of industrial land during the planning period.

The following sections of this plan will describe the land use plan alternative chosen by the City, how it responds to the trends and issues described above and in the other referenced studies, the measures employed to minimize urban expansion, and why certain lands have been chosen for future urbanization.

### III. GUIDING PRINCIPLES FOR FUTURE LAND USE

During the summer of 2002, the City of McMinnville sponsored an Internet based survey and two well attended community-wide public forums for the purpose of soliciting ideas and comment relative to the issue of McMinnville's anticipated future growth and how best to accommodate it. This effort came on the heels of extensive work by the City and its consultants to measure and define its existing land supply and future land needs for the 20-year planning period. As a result of those forums and subsequent meetings with appointed and elected officials a set of "guiding principles" were adopted to guide development of a subsequent conceptual future land use growth plan. These principles serve as the foundation for the City's growth management strategy and land use plan and are described as follows:

#### **Principle #1: *Land Use Law.* Comply with state planning requirements**

There are numerous land use laws and administrative rules that dictate and guide the manner in which future land needs must be planned and provided for within McMinnville. The most relevant of these are contained in the text of Goals 2 (Land Use), 9 (Economy), 10 (Housing), 12 (Transportation), and 14 (Urbanization), and OAR 660, Divisions 004 (Exceptions process), 009 (Industrial and Commercial Development), and 0012 (Transportation Planning). In Oregon, compliance with these rules is mandatory. Consistent with this dictate, the Plan must, at a minimum:

- Provide sufficient land to accommodate the 20-year forecast of population and employment growth. A sufficient supply for commercial and industrial land means not only that total acres could accommodate total employment, on average, but also that there are at least a few larger parcels in the right locations that could accommodate the needs of large employers.
- Include policies that encourage more efficient use of land inside the existing Urban Growth Boundary (UGB) before expanding the UGB, thereby minimizing the potential loss of farm or forest resource lands.
- Expand the UGB onto Exception Lands before Resource (Farm or Forest) Lands unless otherwise allowed by State law and determined to be contrary to other plan policies and good planning.
- Establish an area-wide approach to cooperatively manage future growth to include City and County governments, State governments (ODOT, OEDD, and DLCD in particular), school districts, and other public utility providers.

## **Principle #2: *Historical Development Patterns.* Respect existing land use and development patterns and build from them**

At a large scale, there exists a strong, well-established land use pattern in McMinnville: Residential development is predominantly situated in the north and west; industrial uses are limited to the northeast, southeast, and along Booth Bend Road; and commercial uses are found along the spine formed by Highway 99W and in the geographic center of the urban area. These patterns have developed over the course of the city's history, are supported by appropriate levels of infrastructure and, as such, should be respected and maintained into the future. Neighborhoods that have developed a historic scale and character should be preserved. This principle implies that major land redesignations (e.g., a change in an area's existing land use designation inside the UGB from industrial to residential) will generally not be considered.

Within these areas, however, exist individual parcels that should be redesignated. Such redesignation will be considered, based on location, adjacent land use, a parcel's history, its current use, and land use goals that may be achieved by its redesignation. For lands outside the UGB that are under consideration, plan designations should be consistent with adjacent lands to provide for a seamless transition. The former brickyard property on South Davis Street is but one such example of a property that should be redesignated. In so doing, however, the careful and complementary integration of a mixture of land uses is important in maintaining livability of McMinnville. Some, but not all, parts of the city should evolve into denser, more compact development, depending in part upon their ability to accommodate such intensity and land use objectives. Placing higher density development within proposed transit routes serves to illustrate one such application of this policy.

## **Principle #3: *Hazards and Natural Resources.* Avoid development in areas of known hazards or natural resources**

For reasons most closely related to public safety, aesthetics, and environmental protection, McMinnville should continue its practice of prohibiting development within the 100-year floodplain. In addition, development upon lands that exhibit moderate slope (12 percent to 25 percent) should be limited, and development on slopes greater than 25 percent should be avoided. Wetland areas, as may be identified on the National Wetlands Inventory maps or upon subsequent site-specific investigations, should also be prohibited unless permitted by the agency charged with the protection of such resources. Areas that contain significant stands of trees should be planned for lower residential densities, or clustered development should be permitted.

## **Principle #4: *Cost of Urban Services.* Consider the availability and cost of providing urban services to new development**

It is not the case that new development should or must always occur where public facilities already exist or are contiguous to existing development. But a city has an obligation to take a long-run look at all the services the public sector must typically provide (certainly water, wastewater collection and treatment, stormwater collection, and roads; but also parks, schools, electricity, and other facilities and services). Some broad directions and timings for development make more sense than others.

Regarding the direction or type of new development, everything inside the current UGB, with the exception of lands above the current water-service level in the West Hills, can be served with reasonable extensions and upgrades of current facilities. Regarding expansion of the UGB, the following constraints need to be considered: (1) extending water and wastewater service across the Yamhill River or under Highway 18 will be an extra expense; (2) serving some land at higher elevations to the west with water will require the extra expense of a new, higher reservoir, connecting lines and pump station (though such improvements are probably necessary to serve lands within the westernmost portion of the current UGB); (3) developing east of the Yamhill River would probably be more expensive for transportation facilities than developing west of the City because of either bridge crossings or more out-of-direction travel that must feed on to Highway 99 or 18; and, (4) development in the Three Mile Lane corridor area will be limited due to current low water volume and pressures required to meet fire protection standards.

Overall, however, the differences in service costs of going one direction or another are not great enough, by themselves, to dictate a direction for expansion. The choice of expansion areas will depend on a combination of issues (e.g., preservation of farmland, barriers to travel, amount of buildable land, proximity to supporting uses, etc.) as well as the cost of providing urban services.

A point related to cost is the performance of public facilities, particularly transportation. The main arteries in McMinnville are Highways 99W and 18. Hwy 18, however, is generally located at the southern edge of the UGB and serves mainly land that is east and north of the Yamhill River. Thus, for the 20-year planning period, it is clear that almost all new growth in McMinnville is going to flow, eventually, to Hwy 99W. A principle of transportation planning is that peak-period and incident-related congestion is reduced when there are multiple routes available. Taken together, and coupled with the assumption that a ring road outside the current UGB is neither necessary nor politically or economically feasible during the planning period, these ideas suggest the importance of programmed improvements to Baker Creek, Hill Road, West 2<sup>nd</sup> Street, and one or two other streets to create a looping collection system for the west side, with multiple access points to Hwy 99W.

One of the objectives of this plan is to designate mixed-use activity centers that have existing or planned infrastructure adequate to support higher density and greater intensity development; both residential and non-residential. In so doing, several growth management goals are realized.

First, the creation of such activity centers would make provision of governmental services such as streets, sewer, water, and police and fire protection more efficient and cost-effective, thus keeping the public cost of providing such services down. Second, by not extending urban services beyond the natural and physical boundaries that would form the McMinnville urban area, there are no urban service extensions into areas of prime farm and forestlands, thereby reducing the pressure to urbanize those resource lands.

In summary, this plan must be based in part upon urban containment and the concentration of development in areas that have adequate carrying capacity to support such development. Urbanization of areas that are contrary to these principles should be avoided.

## **Principle #5: *Density*. Adopt policies that allow the market to increase densities, and push it to do so in some instances**

Goal 10 requires cities to adopt "reasonable measures" to increase the efficient use of land inside the current UGB before expanding the UGB (as noted in the Principle #1).

Policies to increase the efficient use of land primarily mean policies to increase density over what it has been historically. But the "housing need" (and, therefore, the need for residential buildable land) has already considered historical trends in development type, and likely future demand and need for different housing types. It has made assumptions about future redevelopment and increases in densities. There is, of course, variability around these estimates, and public policy can influence the availability and price of different housing types. Thus, the City must evaluate what "reasonable measures" it might take in addition to those currently employed that would allow it to accommodate the forecasted housing need at higher densities.

Assumptions about the City's ability to increase density by adopting reasonable measures" must be tempered by an assessment of the community's willingness to accept greater density; and expectations about the effectiveness of those measures must be tempered by expectations about market demand. In particular, McMinnville cannot assume that it can require substantial increases in the average density of new housing and simultaneously assume that it will get the population growth that is forecast. The private sector may respond to density requirements by not building what it believes it cannot profitably sell; the reductions in housing supply may increase housing price, both reduced supply and increased price may will reduce the amount and type of household growth in McMinnville, other things being equal.

However, several tools exist to achieve greater residential densities; they include decreasing minimum lot sizes in single-family zones, adopting minimum-density requirements for residential zones, and increasing the amount of land in high-density zones (which should increase amount of multi-family housing, provided demand exists).

Some, but not all parts of the city should evolve into or be planned for denser, more compact development. Areas within McMinnville that, due to their proximity to major streets, other compatible development, and adequate supporting infrastructure, should be designated on the comprehensive land use plan for higher density development. The development of “activity centers,” highly concentrated areas of neighborhood scale commercial development and higher density housing, would be appropriate for such areas. This higher density development would assist in the promotion of affordable housing, an increase in the mix of housing types, and transportation choices. Higher densities, if properly planned, also make smaller, locally owned business more viable by maximizing retail health at a neighborhood scale, and make the community more vibrant. Higher density reduces the need to expand urban development into remote areas that often contain farms and natural areas, and that lack urban infrastructure. Increased density along major street corridors can also act as an incentive for transit.

Coupled with this higher density development should be an increased application of design controls to ensure compatibility and livable neighborhoods. Proposals to increase densities in established residential neighborhoods should be discouraged in favor of maintaining historic development patterns.

## **Principle #6: *Traditional Development*. Consistent with principles #4 and #5, Allow and encourage development that meets the principles of "smart growth"**

The key idea of "smart growth" is to create walkable, mixed-use communities instead of uniform, low-density residential development that means all trips are made by car, and most trips are forced on to already congested collector and arterial streets. Making neighborhoods walkable typically means smaller single-family lot sizes, a higher percentage of multifamily housing, and mixing commercial uses with residential ones (either vertically or horizontally). These types of developments exhibit many of the elements common to pre-World War II neighborhoods.

Typically, such traditional or “smart growth” developments involve incorporating more mixed use, designing for transportation choice, increasing high-quality residential densities in appropriate locations, continuing investment in the downtown as a community-serving destination, building civic pride based on a unique local flavor, creating a choice in housing type and price, and enhancing the compatibility of uses that have traditionally been considered incompatible.

Specific to this proposed plan, the following sub-principles are proposed:



- Encourage redevelopment and infill. Specific policies could include allowing accessory apartments.
- Continue mixed-use development, particularly in the downtown core. McMinnville has a vibrant downtown core. This principle would adopt approaches to encourage appropriate physical expansion of the downtown and activities in it. Specific policies could include adopting design standards to ensure future development is consistent with the historic character of downtown.
- Allow and encourage development of neighborhood retail services in new and existing neighborhoods. Specific policies could include either specific or floating zones that would allow limited areas of commercial or mixed-use in areas primarily designated for residential uses.
- Allow and encourage high-density development along transit corridors. Efficient transit (transit that is cost-effective to run, and can be run with headways that provide useful service to riders) requires that a lot of riders be able to walk to it (one-quarter mile is the empirical rule-of-thumb)—in other words, it requires density along the corridor.
- Provide adequate land for schools and recreation facilities in new neighborhoods. This principle means that some allocation of vacant residential land must be made for these public facilities in the interest of creating good, walkable neighborhoods.

## **Principle #7: UGB Expansions. Contain urban expansion within natural and physical boundaries, to the extent possible.**

Goal 14 and ORS 197.298 provide clear priorities for expansion of urban growth boundaries. Goal 14, however, is not the only consideration from the City's standpoint—efficient development patterns and the cost of infrastructure should also be key considerations.

Over the course of the city's history, natural and man-made constraints have played a prominent role in shaping the direction and type of growth that has occurred in McMinnville. Baker Creek and the north and south branches of the Yamhill River, for example, have provided urban form and containment to the north and east. Hills to the west of McMinnville offer a visual sense of enclosure to the urban form as well. Historic indigenous cultures and pioneer trails and roads have given way to major commercial and transportation corridors. The State Highway system, and in particular Highway 18, skirts the southern edge of the urban area separating McMinnville from the more productive farm lands that lay to the other side of this highway.

This Plan respects these historic, natural, and man-made patterns and edges by keeping urban development contained within them. In so doing, potential urban and rural land use conflicts are kept to a minimum, as is the speculative pressure

to develop these lands for urban uses. Expansion of the McMinnville urban growth boundary should, therefore, to the extent possible and permitted by law:

- Stay west and north of the South Yamhill River;
- Stay south and west of the North Yamhill River;
- Stay south of Baker Creek; and,
- Not cross south of Hwy 18, west of the Yamhill River

In addition, the boundary should not extend in a manner that would promote auto-oriented, commercial “strip” development. To do so would be contrary to adopted McMinnville Comprehensive Plan policies that discourage such development patterns. This type of urban form would also increase the potential for urban and rural land conflicts, as well as make for a more difficult time of providing urban services.

It is interesting to note that these principles parallel, to a large degree, what are known in “new urbanism” circles as the “Ahwahnee Principles;”<sup>6</sup> a collection of principles drafted in 1991 by leaders in the “new urbanism” and sustainable design movements. These principles were introduced in the Fall of 1991 to a group of local elected officials at a conference at the Ahwahnee Hotel in Yosemite National Park as a vision for an alternative to urban sprawl. A summary of these follows:

- All planning should be in the form of complete and integrated communities containing housing, shops, work places, schools, parks and civic facilities essential to the daily life of the residents.
- Community size should be designed so that housing, jobs, daily needs and other activities are within easy walking distance of each other.
- As many activities as possible should be located within easy walking distance of transit stops.
- A community should contain a diversity of housing types to enable citizens from a wide range of economic levels and age groups to live within its boundaries.
- Businesses within the community should provide a range of job types for the community's residents.
- The location and character of the community should be consistent with a larger transit network.
- The community should have a center focus that combines commercial, civic, cultural and recreational uses.

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<sup>6</sup> These principles call for resource-efficient, livable communities with a diverse and balanced mix of housing, jobs, businesses and recreational activities located within easy walking distance of one another and within regions that preserve agricultural lands and open space.

- The community should contain an ample supply of specialized open space in the form of squares, greens and parks whose frequent use is encouraged through placement and design.
- Public spaces should be designed to encourage the attention and presence of people at all hours of the day and night.
- Each community or cluster of communities should have a well-defined edge, such as agricultural greenbelts or wildlife corridors, permanently protected from development.
- Streets, pedestrian paths and bike paths should contribute to a system of fully connected, interesting routes to all destinations. Their design should encourage pedestrian and bicycle use by being small and spatially defined by buildings, trees and lighting; and by discouraging high speed traffic.
- Wherever possible, the natural terrain, drainage and vegetation of the community should be preserved with superior examples contained within parks or greenbelts.
- The community design should help conserve resources and minimize waste.
- Communities should provide for the efficient use of water through the use of natural drainage, drought tolerant landscaping and recycling.
- The street orientation, the placement of buildings and the use of shading should contribute to the energy efficiency of the community.

## IV. A DEVELOPMENT CONCEPT FOR FUTURE GROWTH

From the City's residential, economic, and transportation studies, public input gathered at the community forums and prior public hearings on the urban growth boundary issue, and application of the "guiding principles," a future growth concept plan emerged.

This growth plan features an urban form defined by natural and physical edges, compact development, creation of new neighborhood centers, continued emphasis on downtown investment and redevelopment, and higher densities in appropriate locations. Through existing and proposed land use measures, neighborhoods are strengthened and made more livable, vibrant, and safe. Zoning and other land use controls ensure that a diversity of neighborhoods and housing are available, from conventional, low-density, single-family, to compact row house and other forms. Neighborhood historic patterns are kept stable and are positive places in which to invest. Traffic is dispersed on interconnected streets. A trails network, connecting natural areas, neighborhoods, and neighborhood centers, form an interconnected "emerald necklace" throughout the urban area.

In this growth plan alternative, the city is designed so that people have transportation choices (they are therefore less dependent on their cars), and its residents have a stronger connection to urban natural areas. Through the sensitive location of higher residential densities and mixed uses, smaller, neighborhood-based corner stores and offices, and future transit service is encouraged to develop. Retail, offices, and neighborhood-based parks, and jobs are convenient to walk to, bicycle to, or take transit to from nearby residences. Retail, office, and residential continue to be attracted back to the city core due to the high quality of life, safety, and pedestrian vibrancy. In addition, this growth plan alternative calls for improving the "public realm" outside downtown primarily by improving the aesthetics of buildings with design controls and generous landscaping.

Urban growth boundary expansion is minimized under this growth alternative due to McMinnville's aggressive application of growth management policies and "smart growth" principles. The form of this expansion is contained within the natural and man-made edges that visually and physically define the McMinnville urban landscape. Linear extensions of the urban edge (urban growth boundary) into adjacent resource lands are strongly discouraged due to their propensity to encourage auto-dependent, strip commercial development, particularly at the city's gateways. Lands located beyond these edges typically require greater public cost to serve with infrastructure necessary to allow urban densities.

In summary, the major components of the City's approach are:

- Placement of neighborhood-scale commercial land uses within "activity centers" and infill areas along established major transportation corridors without encouraging the extension of strip commercial in these areas;

- Promotion and orientation of higher density residential uses adjacent to and within these activity areas and along major transportation corridors to achieve economic, housing, and transportation objectives;
- Integration of neighborhood-scale commercial uses, parks, churches, and other civic uses to provide for “complete” neighborhoods;
- Encouraging the conservation and preservation of environmentally sensitive lands;
- Directing future growth to areas that are more cost effective to serve with public infrastructure;
- Equitable distribution of high density housing to each activity center and along identified transit corridors so as to not overburden any one neighborhood and to remain consistent with the City’s long standing multi-family dispersal policy;
- Creation of vibrant, healthy, and socially active residential neighborhoods; and
- Preservation of existing historic neighborhoods.

The following graphic illustrates some of these concept plan elements (Figure 1).

We note that this plan is consistent with the directives of the State’s Executive Order No. 97-22 that directs Oregon communities to promote compact development within urban growth boundaries to minimize the costs of providing public services and infrastructure and to protect resource land outside urban growth boundaries.

## JERRYS' CONCEPT PLAN - FIGURE 1

## V. GROWTH MANAGEMENT AND URBANIZATION MEASURES TO ACHIEVE THE CONCEPT PLAN

Oregon Revised Statute, specifically ORS 197.296(4), requires jurisdictions that determine that the urban growth boundary does not contain sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density to take one or a combination of the following actions:

- a. Amend the urban growth boundary to include sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density; or
- b. Amend the comprehensive plan, functional plan, or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for 20 years without expansion of the UGB.

To comply with this statute, this plan proposes that the City adopt growth management strategies and measures to minimize expansion of the current urban growth boundary to the extent possible, and expand the boundary where appropriate and as necessary to implement the objectives of the previously described concept plan.<sup>7</sup>

### Organization of the policies in this chapter

This Growth Management and Urbanization Plan has been developed in a way that is consistent with the process just described. Given (1) that the City's substantial analysis has demonstrated a need for a UGB expansion—even with adoption of policies to increase the efficiency of land use inside the current UGB—and, (2) the way the state Land Conservation and Development Commission will review McMinnville's growth management plan, this document adopts the following organization for describing the City's growth management policies:

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<sup>7</sup> Goals 10 and 14, as well as ORS 197.296 have language that requires cities to adopt and implement land use “efficiency” measures before expanding UGBs. Land use efficiency measures can address several local issues including meeting housing need, increasing density, making efficient use of infrastructure and many other local objectives. LUBA, however, has established a much narrower interpretation of land use efficiency measures:

We held that the term “maximum efficiency of land uses” under Goal 14, factor 4 invokes a concern for “avoiding leapfrog or sprawling development inconsistent with the density and connectivity associated with urban development.” 35 Or LUBA at 617 (citing to *1000 Friends of Oregon v. City of North Plains*, 27 Or LUBA 372, 390, *aff'd* 130 Or App 406, 882 P2d 1130 (1994)).

In short, LUBA focuses on development *patterns*. For the purposes of the McMinnville Growth Management Plan, land use efficiency is used in a broader context: policies that achieve the type of development that is consistent with the principles described in Chapter 4 of this document, *and* meet the Goal 14 and other statutory requirements.

- **Policies for managing land inside the current UGB.** The emphasis here is on getting policies that are consistent with the planning principles described in Chapter 3, the concept plan described in Chapter 4, and the requirements of state law just described. The main issues here are to make sure that, overall, the pattern of land use is efficient, and that the City policies allow and encourage residential uses that might increase density and achieve the needed mix of housing types.
- **Policies for adding and developing land outside the current UGB.** Since land inside the current UGB is insufficient to accommodate expected growth and development, land outside the UGB must be added to the UGB. That raises the following questions that the policies in this document must address: what land, for what uses, with what development policies?

## Current Growth Management Practices

Growth management is not a new idea for McMinnville. The City's current comprehensive plan, adopted in 1981 and amended on several subsequent occasions, contains several policies and implementation measures that manage and direct the manner in which growth is to occur. Included among these are the planned development overlays that have been applied to lands within the Three Mile Lane area, West Hills area, Northeast Industrial area, Old Sheridan Road, and numerous industrially and commercially zoned properties throughout McMinnville. The use of density limits on McMinnville's west side to account for sanitary sewer peak flow conditions is but another. In simple terms, growth management can be defined as the utilization by government of a variety of traditional and evolving techniques, tools, plans, and activities to purposefully guide patterns of land use, including the type, location, and nature of development.

Following is a summary of existing measures McMinnville has adopted and has employed these past twenty years or more to meet various land needs and create a compact, efficient land use pattern.

## Planned Development Process

### Description

The City has used its planned development ordinance to allow additional uses, the transfer of density and development rights (particularly in west McMinnville where there exists density limitations caused by sanitary sewer service constraints), increases in allowed density, adjustments to building setbacks, and density averaging. This approach has proven effective in meeting housing needs at reasonably high densities for the last 20 plus years.

### Impact on land use efficiency

Between 1988 and 2000, the City's R-2, Single-Family Residential zone, built out at a density some five percent more than its theoretical maximum (105 percent)



saving an estimated 90 acres of residential land.<sup>8</sup> This process has also shown itself to be effective in achieving good site and building design, as well as permitting the mixing of land uses (the Jandina, Westvale, Hillsdale developments are but three examples. Another is found in the development pattern at the northeast quadrant of Hill Road and West Second Street—townhomes, assisted living, church, commercial development, college campus, park, single-family homes, manufactured homes, and multi-family housing).

The City has also used the planned development process to effect legislative land use policy, such as to encourage the development of multifamily housing (Northeast Residential Planned Development), protect environmentally sensitive lands (West Hills Planned Development, and Old Sheridan Road Planned Development), control access and maintain highway function (Three Mile Lane Planned Development), protect industrial lands from incompatible development (Northeast Industrial Planned Development, and Three Mile Lane Planned Development), and define development standards for some 146 commercially zoned parcels located throughout McMinnville (Commercial Land Planned Development).

As evidenced by the historical densities observed in the R-2 zone between 1988 and 2000, the impact of the City's PD ordinance reflected in historical densities. This policy allows flexibility in zoning to allow housing types in zones where standard Euclidian zoning won't allow it. Moreover, the PD ordinance provides flexibility in setbacks and other standards.

## **Infill Flexibility - Flag Lots**

### **Description**

Where options exist with new construction on flag and corner lots, the City allows the applicant to determine the orientation of the lot; in essence, to choose which property line is to be considered the front lot line. This allows for increased densities in that some "remnant" parcels may otherwise be unbuildable. In addition, the Planning Director is afforded the ability to grant setback variances up to 10 percent of the requirement according to adopted standards.

### **Impact on land use efficiency**

This policy allows increased densities in existing neighborhoods. It also makes efficient use of existing infrastructure. McMinnville averaged about 10 partitions annually between 1988 and 2000. If this rate continues, McMinnville can expect an additional 150-250 lot partitions on residential land between 2003 and 2023.

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<sup>8</sup> This estimate assumes that the R-2 would have developed at approximately 75% of net maximum density (6.20 DU/net residential acre), or at about 4.65 DU/net residential acre. A total of 1,448 dwelling units were permitted in the R-2 zone between 1988 and 2000 using about 223 net acres. A net density of 4.65 DU/acre, would require about 311 acres (1,448/4.65) or about 90 acres more than was actually consumed between 1988 and 2000.

## **Narrow (“Skinny”) Street Standards**

### **Description**

In 1994, McMinnville adopted narrower residential street standards—one of the first communities in Oregon to do so. This has reduced the amount of land required for street construction, and the rate of land consumption. It has, by design, moved public sidewalks away from the street edge making pedestrian travel safer. Trees planted at the curb have made for a more attractive, energy efficient and environmentally responsible streetscape.

### **Impact on land use efficiency**

The City’s street standards allow streets as narrow as 20 feet in residential areas. This standard can reduce street widths by 25% or more, allowing increased densities in residential areas. According to the Transportation and Growth Management program, narrow streets can also:

- Improve neighborhood livability
- Reduce traffic speeds
- Improve land use efficiency
- Reduce construction and maintenance costs
- Reduce impervious surface and stormwater runoff
- Reduce heat build up

## **Westside Bike / Pedestrian Corridor**

### **Description**

The City has constructed a linear park in west McMinnville that winds through several neighborhoods in the area, connecting these residents to schools, churches, open space, and commercial centers. Additional land has been acquired within the Bonneville Power Administration easement that will allow the extension of this corridor another 2.1 miles to the north.

### **Impact on land use efficiency**

This facility does not have a direct impact on density of land uses. It, however, has direct impacts on transportation alternatives and connectivity between various land uses in McMinnville. The corridor lies within the limits of a BPA easement. This measure uses unbuildable public land to provide transportation alternatives.

## **Historic Downtown**

### **Description**

Current plan policies encourage high-density residential development within the historic downtown commercial core.<sup>9</sup> To assist the downtown in realizing this density, off-street parking and landscaping is not required within the 14 blocks of the downtown core. An additional fifteen blocks that surround the core area are obligated to only provide one-half the number of required parking spaces.

Downtown McMinnville is listed on the National Register of Historic Places. The adaptive reuse and rehabilitation of historic buildings and sites in the downtown is strongly supported by the City and downtown community.

### **Impact on land use efficiency**

The benefits of a vital downtown are well-documented. Downtowns provide a central community focus, serve as the center of commerce and government, provide shopping and employment opportunities, and enhance livability. No estimate is available for the acreage of land conserved by McMinnville's downtown planning efforts and policies.

## **Mixed Residential / Commercial**

### **Description**

The City's C-3 (General Commercial) zone allows for the construction of multi-family dwelling units as per the requirements of the R-4 (Multi-family Residential) zone; under the Conditional Use process, this residential density may even exceed the density limitation of the R-4 zone. This development opportunity encourages not only horizontal, but also the vertical mixing of commercial and residential uses within the C-3 zone. In addition, the General Commercial zone also permits an owner-occupied residence in the same building as a business.

### **Impact on land use efficiency**

Between July 2000 and December 2002, 64 multifamily units were constructed in the C-3 zone. These dwellings were built at a density of about 15.6 units per net acre. The C-3 zone provides opportunities for mixed residential/commercial uses.

## **Residential Street Connectivity**

### **Description**

The City's Comprehensive Plan Policy 118.00 encourages the connectivity of local residential streets and that cul-de-sac streets shall be discouraged where opportunities for through streets exist. In addition, this ordinance also modified Plan Policy to require that, as far as practical, residential collector streets should be no further than 1,800 feet apart in order to facilitate a grid pattern of collector streets in residential areas.

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<sup>9</sup> This policy also applies to the Linfield College area.

### **Impact on land use efficiency**

This policy does not have a direct impact on density of land uses. It, however, has direct impacts on transportation connectivity between residential uses in McMinnville. Thus, it has a positive effect on land use efficiency and livability.

## **Public Transit Plan**

### **Description**

The City adopted (1997) a Transit Feasibility Study identifying possible future public transit routes, downtown transit hub, and target funding and ridership levels. This study serves as a resource in informing discussions as regard enhancing future local mixed-mode transit options.

### **Impact on land use efficiency**

This policy does not have a direct impact on density of land uses. It, however, has direct impacts on transportation alternatives by encouraging transit use and land use patterns that are supportive of transit use.

## **Interim Development Standards**

### **Description**

Through its Urban Growth Boundary Management Agreement with Yamhill County, and as required by its own Land Division Ordinance, McMinnville has, over the years, employed interim development standards on lands inside the current urban growth boundary to ensure their efficient future urbanization. One such example where interim development standards on land inside the urban growth boundary has been applied is demonstrated by the actions taken relative to the partitioning of a residential property located at the northeast corner of Cypress Road, where it makes the sharp turn to the east to connect with Old Sheridan Road. This property, situated adjacent to the McMinnville city limits, was, as a condition of approval, required to master plan the site to ensure street connectivity to adjacent property and streets, and to preserve the maximum single-family residential density possible. In addition, a “no-build” strip was secured along the property’s southwest corner to allow Cypress Street’s sharp radius to be softened in the future, consistent with the City’s Transportation Master Plan (the City has since purchased this strip of land).

### **Impact on land use efficiency**

This policy ensures that critical areas be developed in an efficient manner that is consistent with McMinnville’s plan goals and policies.

## **Summary**

The preceding discussion demonstrates that McMinnville has taken a number of steps to increase land use efficiency and meet identified housing needs. The manner in which these existing measures address each of the suggested measures described in ORS 197.296 and the DLCD Workbook are summarized in Table 6.

The matrix shows that McMinnville already has policies that address many of those identified in the statutes and state guidance documents.

**Table 6. Summary of existing land use efficiency measures and relationship to State policies**

	Existing Measures								
	Planned Development Process	Infill Flexibility	Narrow Street Standards	Westside Bike/Ped Corridor	Historic Downtown	Mixed Res / Commercial	Street Connectivity	Public Transit Plan	Interim Dev Standards
<b>Measures described in ORS 197.296</b>									
1. Increase in the permitted density on existing residential land	✓								
2. Financial incentives for higher density housing									
3. Provisions permitting additional density beyond that generally allowed in the zoning district in exchange for amenities and features provided by the developer	✓				✓				
4. Removal or easing of approval standards or procedures	✓	✓							
5. Minimum density ranges									
6. Redevelopment and infill strategies	✓	✓			✓				
7. Authorization of housing types not previously allowed by the plan or regulations									
8. Adoption of an average residential density standard									
9. Rezoning or redesignation of nonresidential land									
<b>Measures described in HB 2709 Workbook</b>									
10. Apply appropriate plan and zone designations					✓	✓			✓
11. Remove/revise ineffective regulations			✓		✓	✓	✓	✓	
12. Revise or develop design standards and/or require master plans or specific development plans					✓				
13. Provide research, education and up-front services					✓				
14. Streamline the permitting and development process	✓								
15. Increase efficiency with which public infrastructure is provided	✓	✓	✓	✓	✓		✓	✓	✓
16. Adjust fees and taxes; provide other financial incentives					✓				
17. Assemble and dedicate land									
18. Require that certain housing types and densities be planned and built	✓					✓			
19. Adopt interim development standards	✓								✓
<b>Additional measures</b>									
20. Allow accessory dwelling units									
21. Provide multifamily housing tax credits									
22. Allow density bonuses/TDR	✓								
23. Decrease minimum lot sizes	✓								
24. Implement minimum density requirement	✓								
25. Allow small lots (<5000 sf)	✓								
26. Create exclusive multifamily zone									

Discussions with City staff, public workshops, and data analysis show that McMinnville's existing measures are not entirely sufficient to meet the City's identified future housing and commercial land needs. Key issues are the shifting demographics, housing affordability, and housing needs of special populations. Potential new efficiency measures and their impact on density and housing need are described in the next section.

## Addressing future land needs

The preceding paragraphs presented land use efficiency measures that McMinnville has already adopted and implemented. It concluded that McMinnville's existing measures are not entirely sufficient to meet the City's identified future housing and commercial land needs. Key issues are the shifting demographics, housing affordability, and housing needs of special populations.

The remainder of this Chapter describes new measures that the City proposes to improve land use efficiency as well as achieve other local growth management objectives. The measures proposed in this chapter are intended to meet the requirements of Goals 9, 10, and 14 as well as provisions in ORS 197.296.

### The City will need to expand its current Urban Growth Boundary

The previous chapters have summarized from hundreds of pages of data and technical analysis to state the basic conclusion: despite changes to plans and policies to increase the density of development inside the UGB, the expected growth in McMinnville will exceed the capacity of land inside the UGB to accommodate that growth. McMinnville estimates that the current urban growth boundary will need to be expanded by some 1,367 acres to accommodate its projected growth and land demands to the year 2023 (see Table 5). As such, State law requires the City to:

- **Develop a plan for the development of land inside the UGB that is as efficient as possible given the constraints imposed by natural features, the existing built environment, market considerations, and other policies.** A clear emphasis of Oregon law is preserving farm and forestland by limiting urban expansion. State law requires a city to make sure it has done everything reasonable to accommodate growth *inside* its existing UGB before expanding that UGB.
- **If land inside the existing UGB is not sufficient to accommodate forecasted growth, expand the UGB in accordance with procedures established by state law.** Statewide goals (especially Goal 14 on Urbanization, but others as well) have very specific requirements a city must meet.<sup>10</sup>

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<sup>10</sup> Oregon Revised Statute, specifically ORS 197.296(4), requires jurisdictions that determine that the urban growth boundary does not contain sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density to take one or a combination of the following actions. It must amend either: (1) the

The Land Conservation and Development Commission has always acknowledged that, as their name implies, judgments must be made about how to balance sometimes competing objectives. For example, Goal 10, Housing, requires a city to provide land for all need housing types to accommodate its forecasted population: it is obligated to expand its UGB if the land is not available inside its current UGB. But before it does so it must demonstrate that it has taken reasonable measures to meet the housing needs inside the UGB. In practice, those measures are typically ones that allow, encourage, or require increased housing density. Another balancing must occur here: state law requires that any increased densities must be balanced against some evaluation of current and likely future market conditions.

#### Summary of state policies requiring efficiency measures

Preliminary analysis of land supply and demand suggests McMinnville will require an Urban Growth Boundary (UGB) expansion of more than 50 acres to meet projected population and employment growth over the next 20 years.<sup>11</sup> The City has also determined that, relative to its residential land needs, future housing will occur at densities and mixes different than those observed in the prior 15 years of McMinnville's history. As such, the City is obligated to follow the dictates of ORS 197.296 that requires the adoption of "measures that demonstrably increase the likelihood that residential development will occur at the housing types and density and at the mix of housing types required to meet housing needs over the next 20 years."<sup>12</sup>

This statute lists several measures or actions that a jurisdiction may adopt in order to provide this "needed" mix and density, including:

- Increases in the permitted density on existing residential land;
- Financial incentives for higher density housing;
- Provisions permitting additional density beyond that generally allowed in the zoning district in exchange for amenities and features provided by the developer;
- Removal or easing of approval standards or procedures;
- Minimum density ranges;
- Redevelopment and infill strategies;
- Authorization of housing types not previously allowed by the plan or regulations; and

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comprehensive plan, functional plan, or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for 20 years without expansion of the UGB; (2) the urban growth boundary to include sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density; or (3) both.

<sup>11</sup> The importance of this is that the City's proposed UGB expansion will require review and approval by the Oregon Land Conservation and Development Commission. Boundary expansions of less than 50 acres are not subject to this review.

<sup>12</sup> ORS 197.296 (5).



- Adoption of an average residential density standard.

In addition to this list of potential measures, the Department of Land Conservation and Development (DLCD) has also provided some guidance in its “Planning for Residential Growth” workbook. Their list of measures, for the most part, is consistent with the statute list. It does, however, add measures that if adopted would have the jurisdiction:

- Provide research, education, and up-front services;
- Streamline the permitting and development process;
- Increase the efficiency with which public infrastructure is provided;
- Assemble and dedicate land;
- Require that certain housing types and densities be planned and built;
- Adopt interim development standards;
- Revise or develop design standards and/or require master plans or specific development plans; and
- Remove or revise ineffective regulations.

Prior to expanding its UGB, McMinnville must consider each of these measures, and others that may be devised, to determine which of them are most appropriate in assisting the City meet its housing needs and use land more efficiently. On this latter point, the efficient use of land relates most directly to statewide planning Goals 2 (Land Use), 9 (Economy), 10 (Housing), and 14 (Urbanization).

Goal 2 requires local jurisdictions to meet the following standards when taking a goal exception:

1. Reasons justify why the state policy embodied in the applicable goals should not apply;
2. Areas which do not require a new exception cannot reasonably accommodate the use;
3. The long-term environmental, economic, social and energy consequences resulting from the use of the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site; and
4. The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts.

Goal 9 and the administrative rules that implement it require cities adopt industrial and commercial development policies. Oregon Administrative Rule (OAR) 660-009-0020 requires cities to include the following policies:

Comprehensive plans for planning areas subject to this division shall include policies stating the economic development objectives for the planning area.

1. For urban areas of over 2,500 in population policies shall be based on the analysis prepared in response to OAR 660-009-0015 and shall provide conclusions about the following:
  - a. Community Development Objectives. The plan shall state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and commercial uses desired by the community. Plans may include policies to maintain existing categories, types or levels of industrial and commercial uses;
  - b. Commitment to Provide Adequate Sites and Facilities. Consistent with policies adopted to meet subsection (a) of this section, the plan shall include policies committing the city or county to designate an adequate number of sites of suitable sizes, types and locations and ensure necessary public facilities through the public facilities plan for the planning area.

Goal 10 requires cities to inventory buildable lands for residential use encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density. Moreover, ORS 197.296(6) requires jurisdictions that determine that the urban growth boundary does not contain sufficient buildable lands to accommodate housing needs for 20 years to take one or a combination of the following actions:

- Amend the urban growth boundary to include sufficient buildable lands to accommodate housing needs for 20 years; or
- Amend the comprehensive plan, functional plan, or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for 20 years without expansion of the UGB.

Goal 14 establishes seven factors that must be considered when evaluating lands for inclusion in a UGB:

1. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;
2. Need for housing, employment opportunities, and livability;
3. Orderly and economic provision for public facilities and services;
4. Maximum efficiency of land uses within and on the fringe of the existing urban area;
5. Environmental, energy, economic and social consequences;
6. Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and,
7. Compatibility of the proposed urban uses with nearby agricultural activities.

In summary, McMinnville must demonstrate that adequate land use efficiency measures are in place before expanding its UGB. This section summarizes new

measures that McMinnville proposes to adopt to comply with the applicable statutory and administrative rule requirements, and as may be necessary to implement the desired land use concept plan.

It is common for jurisdictions to adopt combinations of policies to manage growth and improve the efficiency and development capacity of land uses. Such policy groupings, however, are not necessarily cumulative in their intent or impact. Policies that address similar issues may not be mutually reinforcing. For example, having policies in residential zones for maximum lot size and minimum density essentially address the same issue—underbuild in residential zones. Thus, communities should carefully consider their policy programs and evaluate each policy both individually and in consideration of other policies.

## **Proposed Land Use Efficiency Measures**

The DLCD Residential Lands Workbook describes a process for complying with the requirements of Goal 10 and ORS 197.296. The McMinnville Residential Land Needs Analysis addressed many of the requirements. That study, however, stopped at the point of identifying housing needs. It did, however, identify a potential deficit of residential land in the McMinnville UGB which requires the City to address the next step (Task 6 in the DLCD Workbook)—identifying and evaluating measures to increase the likelihood needed residential development will occur.

This section describes and evaluates the impact of proposed new measures to meet the state requirements for Goal 10 and Goal 14, and ORS 197.296. In summary, these measures include:

- Amending current plan or zone designations;
- Encouraging infill and redevelopment;
- Creating “Neighborhood Activity Centers.”
- Protecting areas of community importance;
- Use of downtown upper floor space for housing;
- Allowing limited commercial use on industrial zoned lands;
- Establishing an exclusive multiple-family zone; and
- Encouraging increased densities in planned and existing transit corridors.

## **Amend current plan or zone designation**

### **Description**

City staff conducted an exhaustive review of lands within the current McMinnville urban growth boundary for the purpose of identifying those properties that lend themselves to use(s) identified in the *McMinnville Residential Land Needs Analysis*, and which currently do not permit such use(s). Table 7 summarizes properties proposed for rezoning.

### **Impact on land use efficiency**

This measure results in the rezoning of 20 parcels totaling 114.25 acres. Of the 114 total acres, over 96 acres were identified as developed in the City's buildable lands inventory. The proposed changes increase the amount of buildable commercial land need by less than one acre. They increase the amount of buildable residential land by slightly more than 16 acres, while decreasing the amount of buildable industrial land supply by about 14 acres.

**Table 7. Properties proposed for rezoning**

Map ID	Tax Lot No.	Gross Acres	Existing Dev	Gross Vacant Buildable Acres	Current Plan Des	Current Zone	Proposed Plan Des	Proposed Zone	Notes	Property Owner	Property Address
1	R4416BD01100	0.88	0.88	0.00	IND	M-1	COM	C-3	Developed	McMinnville Concrete	900 NE Hwy 99W
2	R4416BD01700	0.49	0.00	0.49	IND	M-1	COM	C-3	Limited access	McMinnville Concrete	900 NE Hwy 99W
3	R4421CD07700	0.32	0.32	0.00	IND	M-1PD	RES	R-3	Single-family residence	Rich Bauder	1000 SE Hembree
4	R4421CD07900	4.51	0.00	4.51	IND	M-1PD	RES	R-4PD	Limited access	Linfield College	1150 SE Ford
5	R4421CD08000	0.03	0.03	0.00	IND	M-1PD	RES	R-4PD	Pump station	City of McMinnville	1180 SE Ford
6	R4428BA00200	6.71	0.00	6.71	IND	M-1PD	RES	R-4PD	Limited access Former asphalt batch plant site	BDB, Inc	500 SE Chandler
7	R4429AD07100	1.55	0.00	1.55	IND	M-2	RES	R-4PD		Martin & Wright	103 SE Booth Bend
8	R442600201	65.79	65.79	0.00	MU	AH	IND	M-2PD	Airport Park property	City of McMinnville	375 SE Armory Way
9	R4422CC00100	2.87	0.00	1.75	MU	AH	RES	R-4PD	Vacant	H&R Burch	2355 NE Cumulus
10	R4424C 00100	2.01	0.91	1.10	MU	AH	RES	R-1PD	Within airport hazard overlay	Mark McBride	10635 NE Loop Rd
11	R4424C 00900	0.8	0.80	0.00	MU	AH	COM	C-3	Within airport hazard overlay	Evergreen Doe	10605 NE Loop Rd
13	R4424C 00800	16.8	16.80	0.00	MU	AH	COM	C-3PD	Within airport hazard overlay	City of McMinnville	10000 NE Loop Rd
12	R4424C 01000	1.12	1.12	0.00	MU	AH	COM	C-3PD	Within airport hazard overlay	Yamhill County	10605 NE Loop Rd
14	R4424C 01100	1.88	1.88	0.00	MU	AH	COM	C-3	overlay	MTS Storage	10655 NE Loop Rd
15	R4423 00800	5.33	5.33	0.00	MU	AH	RES	AH	Frontage road right-of-way	Evergreen Helicopters	3400 NE Cumulus
16	R4423 00600	2.3	2.30	0.00	MU	AH	RES	AH	Frontage road right-of-way	Evergreen Vintage	3600 NE Cumulus
17	R4421AC03200	0.19	0.19	0.00	RES	R-4	COM	C-3PD	Auto sales lot	Jim Doran	331 NE Macy
18	R4428BA00290	0.56	0.00	0.56	IND	M-2	RES	R-4PD	Gravel lot	Linfield College	1180 SE Davis
19	R4421BA 7700	0.11	0.11	0.00	IND	M-2	RES	R-4	Single-family residence		736 NE 8th
20	R4421BA 7600	0.12	0.12	0.00	IND	M-2	RES	R-4	Single-family residence		756 NE 8th
<b>TOTALS:</b>		<b>114.25</b>	<b>96.46</b>	<b>16.67</b>							
<b>Adjustment to Commercial Buildable Land Supply:</b>						<b>0.49</b>					
<b>Adjustment to Industrial Buildable Land Supply:</b>						<b>(13.82)</b>					
<b>Adjustment to Residential Buildable Land Supply:</b>						<b>16.18</b>					

Source: City of McMinnville Planning Department, April 2003

## Encourage Infill and Redevelopment, where appropriate

### Description

This measure builds from the premise that areas that have developed to an historic scale and character should be preserved. Infill and redevelopment should be in character with the unique scale, architecture, and personality of the older, established residential neighborhoods. Some, but not all parts of the city should evolve into denser, more compact development. This measure, however, would not allow densities higher than the underlying zone. Accessory dwelling units should be permitted in the City's single-family residential zoned areas.

### Impact of land use efficiency

Many of the impacts of infill and redevelopment activities have already been accounted for in the McMinnville Residential Lands Analysis. That study shadow-platted existing residential lots and identified lots that have additional development capacity at considerable detail. That capacity is reflected in the residential capacity estimates presented in the Buildable Lands Analysis.

An accessory dwelling unit (ADU) ordinance would allow additional dwelling units on lands that have already been classified as developed. While it is difficult to estimate the precise number of ADUs that would be developed over a 20-year period, the experience in other cities has been that a relatively modest number are permitted. Assuming that 10 dwelling units per year are approved, 200 ADU would be developed during the 20-year period. At a density of 10 dwelling units per gross acre, the ADU ordinance would save an estimated 20 gross acres during the 20-year period. A draft ADU ordinance is provided in the appendix to this report.

## Create Neighborhood Activity Centers

### Description

A cornerstone of the City's urbanization plan is to apply "activity center" planned developments in appropriate locations in order to create support for neighborhood scale commercial and transit supportive development, and broader range of housing opportunities. Under this concept, neighborhoods are each centered or organized around an activity center that would provide a range of land uses within walking distance of neighborhoods—preferably within a one-quarter mile area—including neighborhood-scaled retail, office, recreation, civic, school, day care, places of assembly, public parks and open spaces, and medical offices. Surrounding the activity center (or **focus area**) are **support areas**, which include the highest-density housing within the neighborhood, with housing densities progressively decreasing outward.

These activity centers would be selected due to their location, distribution, proximity to vacant buildable lands, ability to accommodate higher intensity and density development, and their context and ability to foster the development of a traditional, or complete, neighborhood. The selected Neighborhood Activity

Centers should be equally spaced around the edge of the McMinnville urban area, with the downtown area serving as the geographic center or hub. These centers need to be located at major street intersections, but their service areas are that of a group of neighborhoods and generally provide services for a consumer market that may range from a one (1) to three (3) mile radius. The geographic area of these centers typically comprises twenty (20) acres and extends a linear distance of approximately one-eighth of a mile (660 feet). Maximum commercial acreage within these centers may range from five (5) to fifteen (15) acres.

These Activity Centers include both the focus area (the commercial, institutional, and office core) and the surrounding support area (with high and medium-density residential). The support area is critical because it provides the concentrated population necessary to support both the focus area and possible future transit stops, and it serves as a buffer between the more intense uses of the focus area and the lower-density residential uses of the surrounding neighborhood. Furthermore, support areas provide context and community for higher density housing.

The purpose and function of the Neighborhood Activity Center is summarized below.

### **Focus Area**

The focus area portion of a neighborhood activity center contains facilities vital to the day-to-day activity of the neighborhood. Thus, the central focus area might contain a grocery store, drug store, service station, place of worship, daycare, limited office space, and small park. These diverse facilities are ideally located in close proximity to one another in the focus area, so that all the essential facilities for the neighborhood are located in one convenient location, accessible in a single stop.

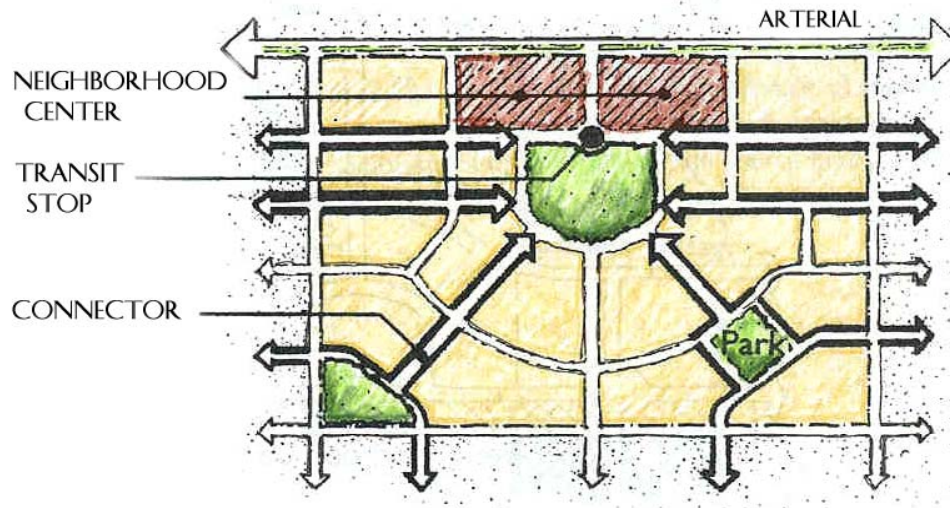
### **Support Area**

The support area part of the neighborhood activity center, which surrounds the activity center's focus area, contains the neighborhood's highest-density housing. This design enables the highest concentration of population within the neighborhood to access the focus area via a short walk, thus reducing the number of automotive trips for daily shopping needs. This arrangement also provides a concentration of population sufficient to support future transit service(s), with a single transit stop serving the shops and services in the focus area and adjacent higher-density housing in the support area.

Ideally, neighborhood activity centers are located at the center of a neighborhood. However, in many cases it is difficult to achieve this central placement. In such cases, the neighborhood model may take on a slightly different arrangement, with the activity center moved to the periphery of, but still within, the neighborhood. This arrangement has a disadvantage, since half of the residents within the neighborhood must make longer trips to reach the activity center. However, moving the activity center to the periphery also provides advantages, as pass-by activity center traffic (visitors/customers to the activity

center that do not live in the neighborhood) does not have to enter the neighborhood and merchants may be placed closer to arterial traffic. The graphic below generally illustrates the Neighborhood Activity Center concept.

**Figure 2**



### Impact of land use efficiency

A typical activity center will have between 28 and 70 acres. Activity centers have two components: focus areas and support areas. The focus area is where commercial, retail, and other primarily non-residential uses would occur. The support area is where the City would encourage higher density housing. Support areas will range from 20 to 40 acres, and could accommodate between 160 and 480 dwelling units at densities of between 8 and 16 dwelling units per gross residential acre. The majority of housing in support areas will be multifamily or higher density single-family housing types.

- Activity center focus areas should include a mix of land uses: commercial, office, institutional, mixed-use residential, and possibly high-density residential. The presence of a single usage type in an entire focus area (e.g., commercial), does not meet the criteria for an activity center.
- Each activity center should incorporate some amount of formal outdoor space for public use, such as a formal park or plaza, as focal points for public interaction.
- Different land uses or activities may be placed adjacent to one another, or on different floors of the same building. Such mixing of land uses encourages a compact and pedestrian-oriented center.
- An activity center has a support area consisting of medium and higher density housing.



## **Protect Areas of Community Importance**

### **Description**

The City proposes to adopt policies that would define appropriate development densities on slope constrained land. The proposed modifications would limit application of the City's R-1 zoning district to slope constrained lands. The R-1 zoning designation presently has a minimum lot size of 9,000 square feet and covers approximately 435 acres.

### **Impact on land use efficiency**

The proposed changes would change the R-1 zoning to R-2 on 204 acres of land. The R-2 zoning designation has a minimum lot size of 7,000 square feet and an assumed density of 4.3 dwelling units per gross residential acre. The R-1 district has an assumed gross residential density of 3.5 dwelling units per gross residential acre. Thus, this measure will decrease residential land need by some 38 acres.

## **Commercial Land Use**

### **Description**

According to the McMinnville Downtown Association, there exist five buildings within the McMinnville downtown core that contain vacant, upper floor space. The gross floor area contained within these buildings totals approximately 26,700 square feet. Assuming past development trends and densities particular to the downtown area, some 61 dwelling units could be created within these buildings. This number of dwelling unit count assumes that all of these spaces could be constructed to meet current building and fire, life, safety codes. This is an aggressive assumption given the difficult, and expensive nature of converting upper floor spaces in older, historic buildings for uses other than those originally intended (most of these historically housed professional office uses).

Current City policy strongly encourages the use of these upper floor spaces for housing. Further information regarding the available upper floor space in downtown McMinnville is provided in the table below.

**Table 8. Potential downtown housing units**

<b>Building</b>	<b>Location</b>	<b>Available Floor Space (sq ft)</b>	<b>Potential Housing Units</b>
Schilling	250 NE 3rd	1,900	2
Johnson		3,000	4
Jamison		1,800	2
Yamhill Hotel	502 NE 3rd	10,000	40
Penney's	448 NE 3rd	10,000	13
<b>Totals:</b>			<b>61</b>

Notes:

1. Units in Yamhill Hotel assume development of "single room occupancy" units, thus the higher unit count.
2. The available floor space within the Yamhill Hotel is on two floors, with 5,000 square feet on each.
3. This information was provided by Patti Webb, Executive Director for the McMinnville Downtown Association, on November 26, 2002.
4. This analysis assumes that applicable building and fire, life, safety codes can be satisfied to make their redevelopment and use for housing possible. This has not always proven to be the case in McMinnville, or in other parts of the country when dealing with older, historic properties.

The City also proposes to modify the C-3 zone, which currently allows multifamily residential as an outright use, to require a commercial component of any residential development in the C-3 zone.

The City will allow use of financial incentives, such as the vertical housing credit, in the downtown area.

### **Impact of land use efficiency**

Development of upper floor housing will serve to increase density, create mixed land uses, and enhance the vitality of downtown McMinnville. As noted previously, provided building code concerns can be satisfied, there exists the potential for an additional 61 housing units within the available upper floor space in downtown McMinnville.

## **Industrial Land Use**

### **Description**

In recognition of the City's finding that there appears to exist a slight "surplus" of industrial land, the City has conducted an exhaustive review of each parcel planned and zoned for industrial use to determine whether it could be rezoned to provide land for other needed uses. As a result of this inventory, the results of which are provided in the table below, the City finds that there are seven parcels that could be redesignated from industrial to commercial or residential use. These parcels are further described in Appendix F, Attachment 1.

The redesignation of these seven parcels will provide an additional 0.5 acres of commercial land and 11.2 acres of residential land within the current McMinnville urban growth boundary.

Also, though it may be viewed as an existing measure, the City's industrial zones allow a limited range of service and professional related commercial uses. As such, the City assumes that 10 percent of its future commercial land need, or

approximately 11.7 acres, will locate on land planned and zoned for industrial use.

### **Impact of land use efficiency**

These policies will reduce the need for commercial land by 11.7 acres, and residential land by 11.2 acres. It has the added benefit of providing commercial services closer to employment centers and potentially decreasing automobile trips.

## **Establish exclusive Multifamily Residential (R-5) zone**

### **Description**

The City proposes to create a new exclusive multifamily residential zone. The policy would be implemented as follows (a draft ordinance is provided in Appendix E):

- The R-4 zone would continue to allow multifamily use subject to specific locational criteria;
- The comprehensive plan would be amended to apply the R-5 zone within designated activity centers and along arterial or major collector streets.
- Detached single-family residences and manufactured homes would be prohibited.
- A minimum average density of 15 units per net buildable acre (which equates to 2,420 square feet per multi-family unit) is proposed.

An analysis of building permits issued between 1988 and 2000 presented in the *McMinnville Residential Land Study* showed that 21% of all housing permitted during that period were multifamily housing types. Moreover, nearly half of the multifamily housing located in the R-2 zone.

The *McMinnville Residential Land Needs Analysis* concluded that McMinnville's housing need is for 25% multifamily housing (tri-plex and larger); a land need of approximately 112 gross residential acres. Establishing an exclusive multifamily zone would ensure that enough land would be available to build needed multifamily housing over the next 20 years. According to the *McMinnville Residential Land Needs Analysis*, the City had about 34 acres of vacant land in the R-4 zone. The actual amount of land available in the R-4 zone for multi-family housing is less than the 34 acres reported in the *McMinnville Residential Land Study* as many of these R-4 acres are the Creekside at Cozine Woods single-family lots currently under development.

The City proposes to add a new multifamily plan designation (R-5) zone that would prohibit single-family dwellings. The City proposes to designate/zone an additional 72 acres of residential land for multifamily housing in the R-5 zone to meet the identified need. All R-5 lands will be located in neighborhood activity centers. Additionally, the City proposes to provide up to 40 acres of land available for multifamily uses in the R-4 zone.

## **Impact on land use efficiency**

This measure will allow the City to achieve its identified multifamily housing mix of 25%. Of equal importance, it will also preserve lands most appropriate for multi-family housing by not permitting their use for lower density residential development. This step would also assist the City in realizing higher densities within its multi-family zoned lands. On the other hand, it may remove some flexibility currently enjoyed through the planned development process that has allowed the R-2 zone to effectively develop at 105 percent of its designed limit.

## **Transit Corridor Enhancement Policy**

### **Description**

Since 1982, McMinnville's comprehensive plan has limited residential development within west McMinnville to a density no greater than six dwelling units per acre. This policy was adopted in response to the design capacity of the sanitary sewer trunk line constructed in 1981 to serve this part of the city. At the time of this policy's adoption, the then City Council noted that:

"The maximum density of six units per acre for the service area of the sewer trunk cannot be exceeded on an overall average and, in addition, the density in any one area may be limited because a density concentration greater than the maximum design of the line may result in a peak loading effect and, therefore, limit the line's capacity by overloading it locally and causing sewer backups."<sup>13</sup>

Residential development that has occurred in west McMinnville since the adoption of this ordinance has not exceeded this density. It is important to note that, even with this limitation, multi-family housing development has and continues to occur in this area. This is accomplished through use of the previously described Planned Development (PD) process and the City's use of density transfer and density averaging. The City recognizes that because development has not exceeded this maximum density limit, there exists some additional density capacity ("underbuild") in west McMinnville. As such, it is recommended that this "density capacity" be used to facilitate and promote higher density housing along potential transit corridors in west McMinnville.<sup>14</sup> More specifically, the City proposes to adopt policies that encourage higher density residential development within five hundred feet of an identified potential transit route (1,000 foot wide corridor). Such opportunities are identified as shown in Figure 3. In addition, the City proposes to take action to legislatively rezone certain vacant parcels that now exist within this corridor. In general, this policy should seek to realize an average density of ten (10) dwelling units per acre within the transit corridors. Care should be taken, however, in the design and scale of these developments so as to not overburden any particular

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<sup>13</sup> Excerpt from "Policy Statement Re: West Second Sewer Line Extended to Hill Road," dated January 19, 1979.

<sup>14</sup> This additional capacity would also be used to facilitate the implementation of Activity Centers in west McMinnville, as described elsewhere in this plan. The transit corridor policy would apply to those portions of the corridor located outside of the defined Activity Centers, not only in west McMinnville, but wherever such transit routes are planned.

## TRANSIT CORRIDOR BUILDABLE LANDS MAP - FIGURE 3

neighborhood with traffic, noise, and other negative impacts associated with such housing.

If the City adopted such policies and rezone actions, approximately 90 additional dwelling units (assuming gross density of 10 dwelling units per acre) could be accommodated within the current McMinnville urban growth boundary. A listing of the specific parcels that are proposed for rezoning, and map showing their location is provided in Table 9.

**Table 9. Summary of proposed transit corridor parcel rezonings**

Tax Lot No.	Gross Acres	Gross Vacant Buildable Acres	Existing Zone	Historic Density	DU's at historic density	Potential Density	DU's at Proposed Density	Increased DU's	Property Owner
R4417 01200	6.3	6.30	R-1	3.5	22	10	63	41	Hunt Compton
R4417 01201	1.56	0.95	R-1	3.5	3	10	9	6	William Woodard
R4419AD00100	0.83	0.83	R-3	5.4	4	10	8	4	Richard Donahoo
R4420CB00301	1.59	1.59	C-3PD	0	0	10	15	15	Elton Thayer
R4420CB01200	3.2	2.40	R-2	4.3	10	10	24	14	Velton Bynum
R4420CB01400	1.7	1.70	R-2	4.3	7	10	17	10	Steven Firestone
<b>TOTALS:</b>	<b>15.18</b>	<b>13.77</b>			<b>46</b>		<b>136</b>	<b>90</b>	
Adjustment to Commercial Buildable Land Supply:					<b>(1.59)</b>				

## Summary of existing and proposed efficiency measures

The DLCD Residential Lands Workbook and ORS 197.296 identify a number of potential efficiency measures that can help cities meet Goal 2, 10, and 14 requirements. Table 10 summarizes measures described in the Residential Lands Workbook, in ORS 197.296 (7), as well as additional measures considered by McMinnville in its policy review.

The City plans to implement the above listed measures in order to realize increases in its residential density (from 5.9 to 7.2 dwelling units per net acre), shifts in housing mix (increase in multi-family residential housing; decrease in single-family detached housing), and decreases in the amount of land needed to accommodate future residents. The table shows that McMinnville either has in place, or proposes to adopt new policies, that address all of the policies identified state statute and the Planning for Residential Needs workbook.

**Table 10. Summary of existing and proposed land use efficiency measures**

	Existing Measures										Proposed Measures							
	Planned Development Process	Infill Flexibility	Narrow Street Standards	Westside Bike/Ped Corridor	Historic Downtown	Mixed Res / Commercial	Street Connectivity	Public Transit Plan	Interim Dev Standards	Amend plan / zone designations	Encourage infill & redev	Create Neighborhood Activity Centers	Protect areas of importance	Upper floor housing	Industrial land modifications	Establish exclusive multi-family zone (R-5)	Enact transit corridor policy	
Measures described in ORS 197.296																		
1. Increase in the permitted density on existing residential land	✓											✓					✓	
2. Financial incentives for higher density housing														✓				
3. Provisions permitting additional density beyond that generally allowed in the zoning district in exchange for amenities and features provided by the developer	✓				✓							✓		✓			✓	
4. Removal or easing of approval standards or procedures	✓	✓															✓	
5. Minimum density ranges												✓				✓		
6. Redevelopment and infill strategies	✓	✓			✓						✓			✓			✓	
7. Authorization of housing types not previously allowed by the plan or regulations											✓							
8. Adoption of an average residential density standard																		
9. Rezoning or redesignation of nonresidential land										✓					✓			
Measures described in HB 2709 Workbook																		
10. Apply appropriate plan and zone designations					✓	✓			✓	✓		✓	✓		✓	✓	✓	
11. Remove/revise ineffective regulations			✓		✓	✓	✓	✓							✓	✓	✓	
12. Revise or develop design standards and/or require master plans or specific development plans					✓							✓						
13. Provide research, education and up-front services					✓									✓				
14. Streamline the permitting and development process	✓																	
15. Increase efficiency with which public infrastructure is provided	✓	✓	✓	✓	✓		✓	✓	✓	✓		✓			✓	✓	✓	
16. Adjust fees and taxes; provide other financial incentives					✓									✓				
17. Assemble and dedicate land												✓						
18. Require that certain housing types and densities be planned and built	✓					✓						✓	✓			✓	✓	
19. Adopt interim development standards	✓								✓			✓						
Additional measures																		
20. Allow accessory dwelling units											✓	✓						
21. Provide multifamily housing tax credits																		
22. Allow density bonuses/TDR	✓											✓						
23. Decrease minimum lot sizes	✓											✓						
24. Implement minimum density requirement	✓											✓						
25. Allow small lots (<5000 sf)	✓											✓						
26. Create exclusive multifamily zone												✓				✓		

The intent of the proposed efficiency measures is to (1) meet identified housing needs, (2) increase land use efficiency by increasing overall residential density, and (3) maintain a livable urban environment. The impact of the proposed measures is not cumulative. In other words, the impact of each measure cannot simply be added together to arrive at a net land savings. When taken together, the measures affecting residential lands will serve to increase the capacity of lands within the current urban growth boundary, as well as increase the likelihood that densities of new residential development will increase from 4.7 to 5.9 dwelling units per gross residential acre.

**As a result of applying the measures described in this chapter, total land need decreases from 1,125 gross buildable acres in the revised analysis (see Appendix B, Table 20) to 900 gross buildable acres, a reduction of 225 acres.**

Additional detail regarding the effect of these proposed measures on the buildable land supply and land need can be found in Table 16 of this plan.



## **VI. ALTERNATIVE SITE ANALYSIS AND RECOMMENDED UGB EXPANSION**

### **Purpose of Alternative Site Analysis**

Recently completed inventories of the City's buildable lands, and an assessment of its future land needs, concluded that an additional 1,125 acres of gross vacant buildable land beyond the current urban growth boundary would be necessary in order to serve the city's anticipated growth to the year 2023. In an attempt to minimize this expansion, a number of land use measures have been proposed that would reduce total land need by approximately 225 acres of land. The City must, therefore, expand its current urban growth boundary by an estimated 900 acres of gross vacant buildable land.

Statewide planning Goals 9, 10 and 14 all require cities to provide a 20-year supply of buildable land within urban growth boundaries (UGBs). The process and criteria for justifying an expansion of an existing urban growth boundary are found in several State planning laws and goals. Most important to this process are those found in Oregon Revised Statute 197.298 (Priority of land to be included within urban growth boundary), Goal 2 (Exceptions process), and Goal 14 (Urbanization). The purpose of this study is to provide the background data, analysis, and summary findings necessary to satisfy these laws and goals particular to a recommended new urban growth boundary for McMinnville.

The findings contained in this study support an expansion of the present urban growth boundary by approximately 1,539 gross acres (only slightly more than half of which are buildable, or 881 acres), or a 19 percent increase in the gross land area contained within the present urban growth boundary. This compares to a 55% increase in population and a 50% increase in employment for the period 2003-2023. This is the first significant amendment to the City's urban growth boundary since its adoption in 1981.

### **Setting**

Geographically, McMinnville's urban edge is clearly defined by the rivers and creeks that encircle it to the north, east, and southeast. Hillsides and steeply sloped lands give visual definition to much of the remaining western edge, and an expressway, Oregon Highway 18, provides similar definition in the southwest. These natural and man-made features lend much to the city's present form and "sense of place." They also serve to restrict and push development inward, and to buffer urban development from the surrounding farmlands.

In order to achieve compact urban form, outward expansion of the urban growth boundary—and associated development—must be limited through effective growth

management policies and with sensitivity to these existing patterns and natural features. At the same time, these policies should—and would—be supplemented by strategies to increase housing densities and encourage infill. These strategies must also be coupled with a strategy for containing the further linear expansion of commercial development along the city’s major transportation corridors. Finally, these strategies, and the land on which future urban development is to be directed, should be appropriate for creating walkable, compact neighborhoods.

Compactness does not, however, mean or imply static population growth for the community as a whole. Within the short term, McMinnville can physically accommodate some additional growth in housing and jobs. Yet, in order to assure that population and employment growth does not translate to a reduction in the perceived quality of life, McMinnville must grow with care, with respect to its past and “sense of place,” and with efficiency. Compactness implies directing growth toward those locations where it is desirable, where it is in the public interest to grow, and where options conducive to implementation of future growth policies and objectives can be realized.

Compact form is relevant to the overall development pattern. It does not imply the intrusion of high-density development into established neighborhoods, crowding, or high-rise development of a scale more appropriate to larger cities. Compact form is not to be achieved at the expense of open space, environmental protection, and other policies.

## **Process**

McMinnville has completed an exhaustive parcel-level analysis of the eleven square miles of land that is now contained within its urban growth boundary. From this analysis it was determined that there exists 1,309.5 gross acres of buildable land (see Appendix B, Table 16), far less than needed for the planning period. In an attempt to minimize this expansion, and consistent with the requirements of statute, the City has identified several land use measures that, when implemented, will make more efficient use of land within the boundary and, therefore, reduce the identified land need. To provide for the unmet future need, McMinnville must inventory and assess the lands that surround its current boundary to determine those lands that are most appropriate to accommodate future urban development, consistent with Goal 14 and the City’s plan policies.

In determining which lands to consider, State statute provides a specific list of priorities that cities must follow. This list, found in ORS 197.298, requires the city look first to “exception land” (land already partially urbanized, land with poor soils for agriculture, or reduced lot size) before considering farm or forest land. More specifically, this statute requires cities to consider lands in the following sequence:

1. Established Urban Reserves;
2. Exception land, and farm or forest land (other than high value farm land) surrounded by exception land;
3. Marginal lands designated pursuant to ORS 197.247;

#### 4. Farm and forest land.<sup>15</sup>

Specific to McMinnville, there are no urban reserve lands adjacent to its urban growth boundary, nor are there marginal lands. The task, therefore, is to first identify and analyze exception lands as to their ability to accommodate future urban land needs and, if inadequate to meet that need, then farm and forest lands are to be considered.

Consistent with this directive, the City first mapped and inventoried exception lands that are contiguous to the current urban growth boundary. There are nine such geographically distinct exception sub-areas, identified as follows:

- Westside Road
- Bunn's Village
- Riverside North
- Riverside South
- Lawson Lane
- Booth Bend Road
- Old Sheridan Road
- Redmond Hill Road
- Fox Ridge Road

For each of these sub-areas the City has provided a general site description, buildable lands and development patterns analysis, inventory of available utilities, and discussion of factors influencing future urbanization. Those sub-area descriptions are contained in Appendix "C". A map showing the location of these exception sub-areas is provided in Figure 4.

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<sup>15</sup> The City did not analyze sites with predominantly Class I agricultural soils because they are the last resort for inclusion in the urban growth boundary

EXCEPTION LAND SUBAREAS – FIGURE 4

SAME MAP AS C-1

# Summary Analysis and Conclusions

## Exception Lands

Once a city has determined that there is a need for additional land outside its existing urban growth boundary, and what the nature and extent of that need is, the priorities of ORS 197.298 apply. This statute makes clear that exception lands must be included in the urban growth boundary unless one or more of the following circumstances exist:

- (a) Specific types of identified land needs cannot be reasonably accommodated on higher priority lands;
- (b) Future urban services could not reasonably be provided to the higher priority lands due to topographical or other physical constraints; or
- (c) Maximum efficiency of land uses within a proposed urban growth boundary requires inclusion of lower priority lands in order to include or to provide services to higher priority lands. [1995 c.547 §5; 1999 c.59 §56]

In order to determine if exception lands are to be included in the amended urban growth boundary the City must determine if any or all of these nine sub-areas can reasonably accommodate its identified land needs.

The “McMinnville Residential Land Needs Analysis” concludes that the city will require land to accommodate approximately 6,014 new dwelling units during the planning period. It further concludes that, in contrast to the preceding fourteen years time, there will be need for an increased percentage of multi-family, or single-family attached, housing to address the housing needs of McMinnville households at all income levels. In addition, there will continue to be a shift toward smaller single-family lot sizes, similar to recent development trends. These changes will cause future residential densities to increase dramatically from what was experienced in the preceding fourteen years time by some 22 percent (from 5.9 dwelling units per net acre to 7.2 dwelling units per net acre).<sup>16</sup>

To meet these demands the City proposes to implement a number of land use measures that would help to satisfy these future housing needs and provide for a compact, efficient land use pattern. The cornerstone of these measures is the creation of neighborhood activity centers, or areas within the city that are appropriate for and capable of accommodating neighborhood commercial development and higher density housing. This type of development is dependent upon locations along arterials and collector streets, in areas well served by public facilities and streets, and in areas that benefit from close proximity to other schools and support services.

In addition to these residential land needs, the City has documented a need for approximately 314 acres of public parkland, 96 acres for public school use, and 106

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<sup>16</sup> It is important to note that all projected low density, single-family detached housing needs can be accommodated on R-1 zoned lands within the existing McMinnville urban growth boundary. As such, no additional land for such housing is needed. The need, therefore, is for lands that are suitable for relatively higher density housing (see Table 3)

acres for future commercial development. As described above, much of this commercial need would be met by the implementation of neighborhood activity centers.

Beyond the requirements of law, for purposes of good planning, land should be suitable for the intended use.<sup>17</sup> For example, it makes little sense to plan and zone land for lower income housing if that land is steeply sloped, is in an area characterized by higher land values, or is otherwise expensive to develop. Similarly, planning and zoning land for a future neighborhood activity center that is situated in an area of predominantly low density rural development, that is expensive to serve, extensively parcelized, has relatively little available vacant buildable land, and has a resident population opposed to increased density would likely not be a wise or prudent choice.

Given this, the City further analyzed each of the previously described sub-areas to assess their ability to reasonably accommodate the identified residential land needs as they are described in the “McMinnville Residential Land Needs Analysis” (and the revisions to that document), and the “Urbanization Element Update.” If determined to be able to reasonably accommodate this need, the City then examined the sub-area’s ability to accommodate commercial land needs, and other identified residential needs, particularly schools and public parks. If found through this effort that lands within a sub-area could not reasonably accommodate identified residential land needs, the City did not conduct further analysis as to the sub-area’s ability to provide for needed commercial land. In so doing the City reasoned that the type of commercial development encouraged by the City’s land use plan is of a neighborhood scale that is located central to a surrounding—and supporting—higher density residential neighborhood. Absent this support, or ability to create such a market, it is unreasonable to provide for commercial uses in the sub-area. Schools and parks were treated in similar fashion. These public facilities typically follow residential development, or, at best, occur concurrent with residential development. Lacking the ability to develop lands within a particular sub-area to urban residential densities would seem to preclude any thought that public schools or parks should be located there.

For purposes of the City’s analysis, the following factors were considered in order to assess a sub-area’s ability to reasonably accommodate an identified land need:

- Physical constraints

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<sup>17</sup> Both the Oregon Land Use Board of Appeals and the Oregon Court of Appeals have indicated that where the need identified by the local government can be satisfied only by land with certain characteristics, only lands that have those characteristics should be evaluated under ORS 197.298. As DLCD stated in its staff report to its Commission in May of 2002, regarding the City of North Plains Periodic Review Task: “[. . .] to require a local government to do otherwise would be to require it to evaluate (and possibly to include within its UGB) lands that can’t satisfy the identified land need for additional lands. Neither the statutes nor Goal 14 require or even suggest this result.”

- Location relative to existing and planned facilities
- Location relative to surrounding uses
- Location relative to market demand
- Existing development patterns and other factors affecting urbanization

It is important to understand that this analysis is not intended to serve to define the ultimate choices for McMinnville when considering which exception land sub-areas to include, or exclude, from its future urban growth plan. Its purpose is merely to provide yet another tool for evaluating each area's characteristics, opportunities, and constraints relative to providing the most suitable land needed for the city's future population. This assessment must be balanced with the other requirements of Statewide planning law, and the City's comprehensive plan policies.

From the analysis conducted above, and based on the City's policies, State planning law, and other findings and observations contained in each of the sub-area's descriptions, the City concludes that Fox Ridge Road, Redmond Hill Road, and Riverside South sub-areas be added to the existing urban growth boundary. The remaining sub-areas---Westside Road, Bunn's Village, Riverside North, Booth Bend Road, and Old Sheridan Road---cannot reasonably accommodate identified land needs and are therefore not recommended for inclusion in the amended urban growth boundary. This recommendation, relative to the sub-areas not recommended for urbanization, is based, in part, upon the following analysis.

## **Westside Road**

- Every parcel within the sub-area is partially developed, yielding but 13.9 acres of partially vacant land.
- The thirteen parcels that comprise this sub-area average 1.1 acres in size.
- Westside Road provides vehicular access to the parcels within this sub-area. Travel speeds, sight distances, and traffic volumes will severely limit additional access to this County road.
- The sub-area is located north of Baker Creek, beyond the natural edge that currently separates urban development from rural land uses.
- Improvement values within the sub-area are high relative to other exception areas.
- Transportation improvement costs necessary to support urban development are high.

## **Bunn's Village**

- The North Yamhill River physically separates the sub-area from the McMinnville urban area.

- The sub-area's linear shape, and existing development patterns, makes the provision of water service costly and problematic.
- The cost of providing sanitary sewer service to this sub-area is prohibitively high.
- Highways 99 and 47 are limited in their ability to provide additional access to private lands within the sub-area.
- The tandem bridges that cross the North Yamhill River, connecting this sub-area to the McMinnville urban area, are narrow and do not provide width to accommodate bike lanes or sidewalks. Further, the bridges are considered by ODOT to be "functionally obsolete."
- Urbanization of this sub-area would increase the potential for land use conflicts, particularly with the surrounding farmlands.
- Extension of urban services to this sub-area would increase pressure to urbanize surrounding resource lands.
- The sub-area is extensively parcelized and held in numerous ownerships, making it difficult to create urban, compact development.
- Existing rural residential development densities are very low (one dwelling unit per 2.5 acres).

## **Riverside North**

- The sub-area is physically bordered by lands planned and developed for heavy industrial use on the north and west (Willamette Pacific rail line, Cascade Steel Rolling Mill, Air Liquide). To the east the sub-area is bordered by the 100-year floodplain of the North Yamhill River; to the south is the McMinnville Wastewater Treatment Facility and vacant land for the future expansion of this facility, and the McMinnville fire training tower. These adjacent uses, and their associated noise, dust, light, and other impacts, do not support a market for urban residential development, regardless of the type and density of housing. These adjacent uses lend strong support for this area's future transition and use to industrial, should it ever be made part of the McMinnville urban area.
- Public access to, and through, this sub-area is limited to Riverside Drive, a County road that serves and traverses through a heavy industrial area to the north.
- This sub-area is physically remote from public elementary schools and other supportive commercial and public services.

## **Booth Bend Road**

- The sub-area is physically isolated from the McMinnville urban area by Oregon Highway 18, a designated "expressway" that serves as the sub-area's northwestern border.



- Urbanization of this sub-area would increase the potential for urban / rural conflict given its location and proximity to active agricultural uses to the south.
- The cost of providing public services necessary to support this sub-area's urbanization, relative to the amount of vacant buildable land is high.

### **Old Sheridan Road**

- The cost of providing public services necessary to support this sub-area's urbanization is high.
- Access to this sub-area is limited to Old Sheridan Road, a County road subject to occasional flooding.
- The development of this sub-area for commercial uses would be contrary to current McMinnville plan policies that discourage strip development (see Plan Policy 24.00).

In support of the City's desire to create a compact urban form and walkable neighborhoods, McMinnville intends to adopt plan policy and zoning ordinance provisions to create several neighborhood activity centers at key locations throughout McMinnville. These centers will provide land for the vast majority of the city's future commercial and higher density residential housing. Underpinning this effort is the need to make available lands that are in proximity to existing schools and other public services, that are capable of being assembled into large blocks of land, that are not adjacent to rail or existing and planned heavy industrial areas or similar incompatible uses, and that are in proximity to public utilities capable of supporting such density or that can be provided at relatively low cost.

The sub-areas noted above exhibit characteristics inconsistent with these locational criteria. These sub-areas are, in summary, extensively parcelized; held in multiple ownerships; require costly extension or upgrades to existing public utilities to support urban density development; are located some distance from existing public utilities, schools, and other services; in some cases, located adjacent to heavy industrial development and rail; and have extensive amounts of rural residential development in locations and patterns that make higher density development impracticable or timely. Further, and specific to all but Riverside North, their addition to the urban growth boundary would extend urbanization along relatively narrow corridors of land into surrounding agricultural areas. This unbuffered edge between urban and rural lands would result in nuisances to urban residents and adversely affect the productivity of the resource lands. Farms and forest lands have traditionally been lost when put under pressure for urban development.

Table 12 summarizes the exception area analysis.

**TABLE 12. - EXCEPTION LANDS ANALYSIS SUMMARY  
(DOUGS' BIG 11x17 SPREADSHEET)**

## **Considerations Specific to Urbanizable Exception Lands:**

### **Fox Ridge Road / Redmond Hill Road**

The exception land sub-areas found to be capable of reasonably accommodating future land needs are, however, not without their own set of limitations. The Fox Ridge Road sub-area, for example, contains the highest concentration of expensive, estate-type housing in the McMinnville area. This is due primarily to the views of the surrounding valleys and mountain ranges that this area's elevation affords.

Urban scale development of this area would require considerable public expense necessary to extend water service, and improve existing County rural roads to urban street standards. What little vacant land exists within this sub-area, however, exists at the far western edge requiring considerable expense to serve.

The Redmond Hill Road area shares many of the same characteristics as the Fox Ridge Road area, particularly as it relates to the lack of urban services and expense in providing them to serve future development, topographical constraints, and limited supply of vacant land.

In recognition of these existing patterns, and lack of infrastructure to support higher density development, it is recommended that these sub-areas be planned for low-density residential development (R-1, single-family detached housing). The land contained in these two sub-areas, as well as existing vacant buildable land within the West Hills area (within the existing McMinnville urban growth boundary) will satisfy the identified need for such housing.

### **Riverside South**

Immediately adjacent to this sub-area is located an area planned and zoned for heavy industrial use. Already located in this area are a concrete batch plant operation, steel rolling mill (loud and foul smelling operation), fire training facility, and municipal waste water treatment facility (existing and planned expansion area forms this sub-area's northern border). Geographically, the area is squeezed between this industrial area and the floodplain of the Yamhill River.

Access to this sub-area is limited, and that which exists traverses through the industrial planned areas described previously. Schools and public parks are located some distance from this sub-area, as are commercial services. The area is heavily parcelized and its residents appear to be actively engaged in small-scale farming. Prior conversations with property owners in this area suggest little or no support to move from this rural lifestyle to urban scale development.

Public services necessary to support urbanization of this area would be difficult to provide—and expensive—given the existing ownership pattern, extent of physical development that now exists, and need to widen and improve the substandard streets that now serve these properties. A strategy for extending utilities to and through this sub-area in an efficient and effective manner would be a prerequisite to any urban scale development.

Even if strategies necessary to make urban scale development possible in this sub-area could be defined and implemented, it begs the question of whether it is an appropriate place in which to encourage any additional residential development at all, let alone a compact, walkable neighborhood consistent with the objectives of this land use plan.

More to the point, increased residential development in this sub-area will, at a minimum:

Increase the potential for conflicts between the residents and the industrial activities to the west. This could require placing additional limits on the types and intensities of industrial uses that could locate in this area.

Increase the potential for conflicts between the residents and the municipal waste water treatment facility operation to the north.

Based upon this existing pattern of development, and the recognition that additional industrial development will occur on the adjacent lands, it would be inconsistent with good planning practice to encourage additional residential development beyond what now exists in this sub-area. Unless the City, Yamhill County, and affected residents of this sub-area were to support this area's redesignation to "Agriculture," then it is recommended that residential development in this sub-area be limited to density commensurate with the R-2 (Single-Family Residential) zone.

## Exception Land Sub-Area Capacity

Inclusion of the Riverside South, Lawson Lane, Redmond Hill Road, and Fox Ridge Road sub-areas will provide an additional 227.51 acres of buildable land for urban development as detailed in the table below. At planned densities, this land will accommodate 906 additional dwelling units.

**Table 12. Exception land sub-area capacity analysis**

Exception Areas	Number of Tax Lots	Gross Acres	Existing Development/ Constraints	Gross Vacant Buildable Acres	Assumed Gross Density	Dwelling Units
Riverside South	71	192.58	63.98	128.60	4.30	552
Lawson Lane	15	18.24	7.48	10.76	4.30	46
Redmond Hill Road	12	39.92	16.77	23.15	3.50	81
Fox Ridge Road	29	143.48	78.48	65.00	3.50	227
<b>Exception Area Subtotals</b>	<b>127</b>	<b>394.22</b>	<b>166.71</b>	<b>227.51</b>	<b>3.98</b>	<b>906</b>

## Resource Land Evaluation

The amount of gross vacant buildable land contained within the above described exception land sub-areas—Riverside South, Redmond Hill Road, Lawson Lane, and Fox Ridge Road—is inadequate to meet the previously identified land need for the planning period. As such, the City has conducted an analysis of the farm and forest

lands (resource lands) that surround the McMinnville urban growth boundary to determine their ability to reasonably accommodate the identified unmet land need.

In this analysis, the City looked first at all resource lands within one mile of the current urban growth boundary that met the following criteria:

1. Resource lands that are surrounded by the existing urban growth boundary, and the Yamhill River, Baker Creek, or Panther Creek;
2. Resource land surrounded on three sides by the existing UGB, non-resource lands, and/or other significant natural or man-made edge (e.g., slope, floodplain or arterial street); and/or
3. Resource land needed to allow extension of public facilities to serve land within the existing UGB.

Lands not meeting these criteria were found to have greater environmental, social, energy, and economic (ESEE) consequences and are, by this factor along, less appropriate for meeting the City's identified land needs. In addition, however, resource lands not meeting these criteria are more expensive to serve given their greater distance from existing and planned public facilities, and have increased potential for urban and agricultural land use conflict (introducing urban land uses that would be surrounded almost entirely by other resource land).

Application of these criteria resulted in resource lands north of Baker Creek and the North Yamhill River, east and south of the South Yamhill River, and south of Highway 18 west of the Three Mile Lane interchange being excluded from consideration. This left five geographically distinct resource sub-areas for analysis: Grandhaven; Norton Lane; Three Mile Lane; Southwest; and, Northwest. A map showing the location of each of these five areas is provided in Figure 5. A detailed description of each of these five resource sub-areas is provided in Appendix C.

## **Resource Land Sub-Area Capacity**

Inclusion of the Grandhaven, Norton Lane, Three Mile Lane, Southwest, and Northwest sub-areas will provide an additional 653.15 acres of buildable land for urban development as detailed in Table 13 below. At assumed densities of 6.3 dwelling units per gross acre, this land will accommodate 4,082 dwelling units. Of note is the fact that this assumed density is some 10 percent higher than the needed density of 5.7 dwelling units per gross acre.

RESOURCE AREA MAP - FIGURE 5  
(FIGURE 73 OF APPENDIX C, PAGE C-147)

**Table 13. Resource land sub-area capacity analysis**

Resource Areas	Number of Tax Lots	Gross Acres	Existing Development/ Constraints	Gross Vacant Buildable Acres	Assumed Gross Density	Dwelling Units
Norton Lane	9	256.2	189.93	66.27	6.3	414.1875
Three Mile Lane	14	321.25	163.62	157.63	6.3	985.1875
Northwest	5	144.53	4.31	140.22	6.3	876.375
Grandhaven	9	227.63	90.57	137.06	6.3	856.625
Southwest	11	194.62	42.65	151.97	6.3	949.8125
<b>Resource Area Subtotals</b>	<b>48</b>	<b>1,144.23</b>	<b>491.08</b>	<b>653.15</b>	<b>6.3</b>	<b>4,082</b>

## Conclusion

This study provides the justification to add more land to the UGB based on the factors and standards in state law. However, this study is only one piece of a larger package of background information and related planning and zoning amendments necessary to implement the City's vision for more compact and efficient development opportunities and to provide for the land needs of the planning period.

In addition to action by the City, the Yamhill County Board of Commissioners and the McMinnville Urban Area Management Commission must hold hearings to approve the proposed amendments to the McMinnville urban growth boundary. Concurrent with the expansion of this boundary, there will be several companion plan policy, plan map, and zoning ordinance amendments that will require adoption by the City. These include, but are not limited to, the following:

### Plan / Zoning Map Amendments

1. Amend the current urban growth boundary to include an additional 881 gross acres of vacant or partially vacant buildable land, the location of which is shown in Figure 6;
2. Designate Neighborhood Activity Centers in four locations (Three Mile Lane, Southwest, Northwest, and Grandhaven) and apply planned development overlays; and,
3. Amend the plan and zone designation(s) of those lands approved for such action;

### Plan Policy Amendments

1. Adopt plan policies for Neighborhood Activity Centers;
2. Adopt locational policies for residential land uses;

3. Adopt transit supportive policies (higher density development within major transportation corridors); and,
4. Adopt new economic development policies.

#### Zoning Ordinance Amendments

1. Adopt accessory dwelling unit ordinance;
2. Adopt new high density residential zone (R-5); and
3. Adopt new Neighborhood Activity Center ordinance(s).

### **Combined UGB Inclusion Areas – Need and Capacity**

The revised land needs analysis concludes that McMinnville will require an additional 1,125 gross acres of buildable land beyond its current urban growth boundary in order to meet its residential, commercial, public and semi-public land needs to the year 2023 (see Table 14, below, and Appendix B, Table 20). The application of several land use measures, as described previously, will reduce this land need by some 225 acres. In summary, 900 gross vacant buildable acres of land are needed to provide for McMinnville's anticipated growth.

**Table 14. Comparison of land supply and demand, McMinnville UGB, 2003-2023**

<b>Plan Designation</b>	<b>Land Need (2003-2023)</b>	<b>Gross Buildable Acres (Jan 2003)</b>	<b>Deficit (Surplus)</b>
Residential <sup>a</sup>	1,538.4	881.1	1,019.2
Commercial	219.1	102.4	106.0
Industrial	269.7	326.0	(44.7)
<b>Total Buildable Land Need Outside UGB</b>	<b>2,027.2</b>	<b>1,309.5</b>	<b>1,125.2</b>

Source: ECONorthwest, 2003

<sup>a</sup> Application of residential carrying capacity analysis produces an unmet residential need of 537 acres and does not allow a simple supply/demand calculation to occur. See Table 11.

**Notes:**

Commercial land need is reduced by 11.7 acres. The City estimates that some commercial development will occur on industrial lands. See Industrial Land Measures in Chapter 6. The industrial land surplus is reduced by a similar amount. Total buildable land deficit does not include the surplus of industrial land. McMinnville will maintain a 45 acre surplus of industrial land during the planning period.



FIGURE 6 -- UGB EXPANSION PROPOSAL - THE SAME MAP AS C-195

Inclusion of the sub-areas identified in Tables 12 and 13 will provide an additional 880.66 acres of buildable land for urban development and, more specifically, to accommodate the identified land needs. A summary of the dwelling unit capacity of these sub-areas is provided in Table 15, below.

**Table 15. Sub-area capacity analysis, proposed UGB expansion areas**

<b>Exception and Resource Areas</b>	<b>Number of Tax Lots</b>	<b>Gross Acres</b>	<b>Existing Development/ Constraints</b>	<b>Gross Vacant Buildable Acres</b>	<b>Assumed Gross Density</b>	<b>Dwelling Units</b>
Riverside South	71	192.58	63.98	128.60	4.3	552
Lawson Lane	15	18.24	7.48	10.76	4.3	46
Redmond Hill Road	12	39.92	16.77	23.15	3.5	81
Fox Ridge Road	29	143.48	78.48	65.00	3.5	227
<b>Exception Area Subtotals</b>	<b>127</b>	<b>394.22</b>	<b>166.71</b>	<b>227.51</b>	<b>3.98</b>	<b>906</b>
Norton Lane	9	256.20	189.93	66.27	6.3	414
Three Mile Lane	14	321.25	163.62	157.63	6.3	985
Northwest	5	144.53	4.31	140.22	6.3	876
Grandhaven	9	227.63	90.57	137.06	6.3	857
Southwest	11	194.62	42.65	151.97	6.3	950
<b>Resource Area Subtotals</b>	<b>48</b>	<b>1,144.23</b>	<b>491.08</b>	<b>653.15</b>	<b>6.3</b>	<b>4,082</b>
<b>Combined Totals:</b>	<b>175</b>	<b>1,538.45</b>	<b>657.79</b>	<b>880.66</b>	<b>5.7</b>	<b>4,988</b>

## VII. LAND USE FRAMEWORK AND STRATEGIES

### INTRODUCTION

The Land Use Framework and Strategies will set forth the manner in which residential and neighborhood commercial land uses will be arranged within McMinnville. The major components of the City's approach are:

1. The placement of neighborhood-scale commercial land uses within “activity centers” and infill areas along established major transportation corridors without encouraging the extension of strip commercial development in these areas;
2. The promotion and orientation of higher density residential development adjacent to and within these activity areas and along major transportation corridors to achieve economic, housing, and transportation objectives;
3. The integration of neighborhood-scale commercial uses, parks, churches, and other civic uses to provide for “complete” neighborhoods;
4. Encouraging the conservation and preservation of environmentally sensitive lands;
5. The directing of future growth to areas that are more cost effective to serve with public infrastructure;
6. The equitable distribution of high density housing to each activity center and along identified transit corridors so as to not overburden any one neighborhood, and to remain consistent with the City's long standing multi-family dispersal policy;
7. The creation of vibrant, healthy, and socially active residential neighborhoods; and,
8. The preservation of existing historic neighborhoods.

The emphasis in this chapter is on defining the form, function and allowed uses and mixing of uses within residentially planned areas of McMinnville, as well as providing general criteria for locating and siting these residential land uses and their components.

The major elements of this chapter are as follows:

- **Neighborhood Planning and Development** – Description of the primary components that define future residential form in McMinnville: the Traditional Neighborhood, and the Neighborhood Activity Centers that are contained within them.
- **Planning for Residential Development Outside of Traditional Neighborhood Areas** – Policies and locational criteria specific to the residential development of lands outside designated traditional neighborhoods.

# Neighborhood Planning and Development

## Overview

The residential development market trend over the past decade has been towards ever-decreasing single-family lot sizes. McMinnville has not escaped this trend. Unfortunately, small-lot single-family developments are frequently built using the same design features that typify large-lot single-family developments, often without success. Small-lot development has a significantly different feel and sense of place than large-lot development and should not always be "shoe-horned" into the conventional large-lot design model.

Traditional neighborhood development offers an improved model for creating small-lot neighborhoods. More importantly, the use of this model is seen as a means of minimizing traffic congestion (fewer trips for commercial services), suburban sprawl, infrastructure costs, and impact on the environment. Rather than ignore the market trend towards smaller lots, this Plan therefore encourages and recommends that small-lot residential development be built using traditional neighborhood development designs. The following sections of this plan provide further detail regarding this planning concept, and how and where it is to be applied in McMinnville.

## Traditional Neighborhoods Concept

McMinnville's plan for future urbanizable lands is based in large part on the planning and development of fully integrated, mixed-use pedestrian oriented neighborhoods. Such neighborhoods, referred to as "traditional neighborhoods," typified the urban landscape in the United States in the pre-World War II era. Traditional neighborhood development, as a design concept, refers principally to a particular development style and design, and is not necessarily indicative of a particular residential density -- although in general traditional neighborhood developments have higher gross densities than do conventional low-density residential developments. Through the use of this concept, the intent is to minimize traffic congestion, suburban sprawl, infrastructure costs, and environmental degradation.

In a traditional neighborhood development, streets tend to be somewhat narrower and emphasize a pedestrian orientation and scale. The street patterns are often based on a grid with small blocks that are highly connected. Streets are lined with street trees and sidewalks on both sides of the street. Diverse housing types and lot sizes are intermixed throughout the neighborhood. Single-family lots tend to have narrow frontages, allowing housing densities to increase to medium-density levels, while still maintaining single-family character. The use of ancillary buildings such as "in-law apartments" over garages is allowed. Uses and housing types are mixed and in close proximity to one another. There may also be some degree of nonresidential uses mixed in among the residential uses in the neighborhood, such as a home-based doctor's or law offices. Public spaces such as neighborhood parks or plazas are essential features, serving as focal points for community interaction.

and compensating for smaller lot sizes. All traditional neighborhoods have an identifiable edge and center.

In the McMinnville model, traditional neighborhoods have what is effectively a neighborhood activity center at the heart of the neighborhood, where day-to-day grocery and convenience shopping, an elementary school, places of worship, a public plaza, and the higher-density housing are located. This center provides neighborhood identity and opportunities for social interaction and gives structure to the surrounding land use pattern.

## **Neighborhood Activity Centers**

Neighborhood Activity Centers are the most critical elements of the City's future growth management and land use plan. Here, neighborhoods are each centered or organized around these areas, which contain the shopping, services, recreation, and office and institutional facilities needed to support the neighborhood or urban area. Surrounding the activity center are **support areas**, which include the highest-density housing within the neighborhood, with housing densities progressively decreasing outward.

This plan proposes the creation of four Neighborhood Activity Centers --- Grandhaven; Three Mile Lane; Southwest; and, Northwest McMinnville (Figure 7). These centers were selected due to their location, distribution, and proximity to other vacant buildable lands, ability to accommodate higher intensity development, and their context and ability to foster the development of a traditional, or complete, neighborhood. The selected Neighborhood Activity Centers are equally spaced around the edge of the McMinnville urban area, with the downtown area serving as the geographic center or hub. These centers are all located at major street intersections, but their service areas are that of a group of neighborhoods and generally provide services for a consumer market that may range from one (1) to three (3) mile radius. The geographic area of these centers typically comprises twenty (20) acres and extends a linear distance of approximately one-eighth of a mile (660 feet). Maximum commercial acreage within these centers may range from five (5) to fifteen (15) acres.

These Activity Centers include both the focus area (the commercial, institutional, and office core) *and* the surrounding support area (with high and medium-density residential). The support area is critical because it provides the concentrated population necessary to support both the focus area and possible future transit stops, and it serves as a buffer between the more intense uses of the focus area and the lower-density residential uses of the surrounding neighborhood. Furthermore, support areas provide context and community for higher density housing.

The purpose and function of the Neighborhood Activity Center is summarized below.

### **Focus Area**

The focus area portion of a neighborhood activity center contains facilities vital to the day-to-day activity of the neighborhood. Thus, the central focus area might contain a grocery store, drug store, service station, church or synagogue, daycare, limited office space, and small park. These diverse facilities are ideally located in close

## PROPOSED ACTIVITY CENTERS - Fig 7

proximity to one another in the focus area, so that all the essential facilities for the neighborhood are located in one convenient location, accessible in a single stop.

### **Support Area**

The support area part of the neighborhood activity center, which surrounds the activity center's focus area, contains the neighborhood's highest-density housing. This design enables the highest concentration of population within the neighborhood to access the focus area via a short walk, thus reducing the number of automotive trips for daily shopping needs. This arrangement also provides a concentration of population sufficient to support future transit services, with a single transit stop serving the shops and services in the focus area and adjacent higher-density housing in the support area.

Ideally, neighborhood activity centers are located at the center of a neighborhood. However, in many cases it is difficult to achieve this central placement. In such cases, the neighborhood model takes on a slightly different arrangement, with the activity center moved to the periphery of, but still within, the neighborhood. This arrangement has a disadvantage, since half of the residents within the neighborhood must make longer trips to reach the activity center. However, moving the activity center to the periphery also provides advantages, as pass-by activity center traffic (visitors/customers to the activity center that do not live in the neighborhood) does not have to enter the neighborhood and merchants may be placed closer to arterial traffic.

The following characteristics are common to activity centers.

- Activity center focus areas should include a mix of land uses: commercial, office, institutional, mixed-use residential, and possibly high-density residential. The presence of a single usage type in an entire focus area (e.g., commercial), does not meet the criteria for an activity center.
- Each activity center should incorporate some amount of formal outdoor space for public use, such as a formal park or plaza, as focal points for public interaction.
- Different land uses or activities may be placed adjacent to one another, or on different floors of the same building. Such mixing of land uses encourages a compact and pedestrian-oriented center.
- An activity center has a support area consisting of medium and higher density housing.
- The activity center's physical layout should include a location for a future transit stop.
- The focus area of an activity centers should provide a range of land uses within walking distance of neighborhoods—preferably within a one-quarter mile area—including neighborhood-scaled retail, office, recreation, civic, school, day care, places of assembly, public parks and open spaces, and medical offices. Surrounding the activity center focus area should be the highest-density housing within the neighborhood, with housing densities progressively decreasing outward.

- Activity centers should be selected due to their location, distribution, proximity to vacant buildable lands, ability to accommodate higher intensity and density development, and their context and ability to foster the development of a traditional, or complete, neighborhood. Activity centers should be equally spaced around the edge of the McMinnville urban area, with the downtown area serving as the geographic center or hub.
- Activity centers need to be located at major street intersections, but their service areas are that of a group of neighborhoods and generally provide services for a consumer market that may range from a one (1) to three (3) mile radius. Maximum commercial acreage within these centers may range from five (5) to fifteen (15) acres.

## **General Criteria for Activity Centers**

### **Type and Mix of Land Uses**

The focus area should include a mix of commercial, office, institutional, and possibly residential uses. The commercial and institutional uses support the common day-to-day demands of the surrounding neighborhood for goods, services, and facilities. A grocery store is an essential element of the focus area, and should generally be the principal establishment. The activity center may also supply limited professional office space for neighborhood businesses. Some high-density residential uses may also be present in the focus area, as well as mixed-use residential uses, such as dwellings over shops. Examples of focus area land uses include:

#### **Commercial:**

- Grocery store
- Pharmacy
- Video rental
- Bakery
- Neighborhood restaurant

#### **Office:**

- Small-scale medical/dental practice
- Insurance agency
- Law firm

#### **Residential:**

- High-density housing
- Second-floor housing (over commercial business)



Public/Institutional:

- Elementary school
- Church
- Post office
- Neighborhood park or plaza

Uses that should be avoided in a neighborhood activity center include:

- Uses considered noxious when located next to a residential neighborhood
- Large retailers, discount stores
- Warehousing, manufacturing, and other industrial uses
- Establishments that do not [primarily] serve the surrounding neighborhood

## **Locational Criteria**

Neighborhood activity centers are located and arranged according to the following guidelines:

- Neighborhood Activity Centers should be separated from each other by 0.75 to 1 mile distance;
- From downtown McMinnville, these centers should be a distance of 1 to 1.5 miles;
- Non-residential uses may radiate outward a distance of 600 – 700 feet (about 1/8 mile);
- High density housing (as part of the support area) should be located no more than 1/8 mile from the edge of the “focus” area; and
- Medium density housing (as part of the support area) should be located no more than 1/4 mile from the edge of the “focus” area.

Neighborhood Activity Centers should not be located in areas that are heavily parcelized, or characterized by numerous individual ownerships. Priority should be given to locations that consist primarily of large vacant parcels in order to maximize the ability to realize such development in a cost effective, comprehensively planned manner.

## Site Area and Development Size and Intensity

The size of a Neighborhood Activity Center, and the allocation of land area and building space between different uses in the activity center, should fall around these ranges:

	<b>AVERAGE AREA</b>
Combined focus and support areas	28 to 70 acres
Support area	20 to 40 acres
Focus area, acreage	
Focus area total acreage	8 to 30 acres
Focus area, commercial portion	5 to 10 acres
Focus area, office portion	2.5 to 10 acres
Focus area, institutional portion	1 to 10 acres
Focus area, public space (park, plaza)	0.10 to 0.25 acre
Focus area, floor space	
Total retail floor space, acceptable range	50,000 to 100,000 sq. ft.
Total office floor space, acceptable range	25,000 to 100,000 sq. ft.
Total institutional floor space, acceptable range	2,500 to 25,000 sq. ft.
Max. Size of largest non-grocery retailer	10,000 to 30,000 sq. ft.
Max. Size of grocery/supermarket	40,000 to 50,000 sq. ft.

Residential densities in the focus area or portions of the support area adjacent to it should be between 8 to 16 dwelling units per net acre. These density ranges are generally appropriate for attached single-family housing or apartments. Densities in the support area should transition to between 4 - 8 dwelling units per net acre at the outer edge of the support area -- appropriate for commonwall homes, duplexes, and small lot single-family detached homes.

## Traditional Neighborhood Descriptions and Development Concepts

### Northwest McMinnville Neighborhood and Activity Center –

#### General Description:

As its name implies this planned neighborhood is situated in northwest McMinnville near the intersection of Hill Road and Baker Creek Road. For the most part, this area is absent urban development with the notable exception of the Shadden Claim

residential development that exists in the northeast corner of the area, south of Baker Creek Road. The amount of vacant buildable land within its boundaries totals approximately 370 acres (of which 230 acres are within the present McMinnville urban growth boundary). The land to the west of Hill Road, which is proposed to be added to the present urban growth boundary, includes land owned by the McMinnville School District (future high school) and two other private parties. This land is composed predominately of soils classified as Soil Class II and III; a small sliver of Class I soil exists in the extreme northern portion of the area.<sup>18</sup>

This activity center would be situated approximately 1.8 miles from downtown McMinnville, and one mile from the only other concentration of commercial lands in west McMinnville (corner of West 2<sup>nd</sup> and Hill Road).

### **Development Concept:**

Based upon existing and planned development in this area, the activity center for this proposed neighborhood would be best situated at the southeast corner of Hill Road and Baker Creek Road intersection, and stretch south to the northern edge of the McMinnville School District's other property on which is proposed the construction of a future elementary school.<sup>19</sup> It is envisioned that this center would be comprised principally of neighborhood serving commercial uses with a lesser amount of professional office use. Surrounding this commercial center would be high-density residential development that would take advantage of its location along major collector and minor arterial streets, and proximity to future transit and the existing and planned Westside bike and pedestrian corridor. Additional high-density housing would be placed proximate to public parkland that could be located to the east of the future elementary school. The location and size of this parkland, if located in such a fashion, would complement the activities of the commercial center, provide open space for the adjacent high density housing, protect wetlands that cross this area, make possible joint use of school recreation and city facilities, and provide connection to other neighborhoods by means of the bike and pedestrian corridor on which it is centered. Existing wetlands adjacent to the historic Star Mill ditch would be incorporated into open space for the neighborhood (Figure 8).

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<sup>18</sup> Arguably, a better planned activity center could be created with the inclusion of additional lands to the northwest (west of Hill Road, south of Baker Creek). These lands, however, consist primarily of soils identified as Class I. As such, consistent with ORS 197.298, these lands are to be the last considered for urbanization. Rather than argue this point of law, this plan omits them from the boundary expansion proposal and future land use plan.

<sup>19</sup> The 3.5 acre parcel located at the corner of Hill Road and Baker Creek Road is currently limited to multi-family residential development. In addition, an 11-acre area to the immediate north, across Baker Creek Road, has been planned for future commercial development. This proposal would require amendment of the existing planned development, and plan map, that currently control development within these properties.

## NORTHWEST ACTIVITY CENTER PLAN - Fig. 8

Other key development concepts and benchmarks relative to this area are as follows:

- Land for multi-family housing (four-plex and higher density housing) should occupy at least 15 total gross acres but no more than 25 total gross acres of land. A minimum of 15% and a maximum of 30% of the gross area of the neighborhood shall be designated for attached houses (multi-family) and small lot (50 ft or less in width) detached houses.
- The overall residential density of this neighborhood is targeted at 7.5 dwelling units per net acre.
- The Activity Center should be located to the south and east of the Baker Creek Road and Hill Road intersection. Commercial use should be limited to no more than 10 acres.
- A community park should be located adjacent to the proposed elementary school site and, to the extent possible, incorporate identified wetland corridors to connect to other residential neighborhoods to the east. In addition, it should link directly to the Westside Bike and Pedestrian corridor that traverses the area. Other lands within this Activity Center neighborhood should be acquired for completion of the Westside Bike and Pedestrian corridor and adjacent to the man-made pond situated in the northern portion of this area (not part of the parkland allocation).
- The location of multi-family housing should be limited to locations adjacent to the commercial center, parkland, and along Hill Road or Baker Creek Road.
- Medium density residential development should be encouraged outside of the activity center adjacent to Hill Road, Baker Creek Road, and to provide transition from multi-family housing to low density residential development.
- Low-density residential development should be limited to areas immediately adjacent to Michelbook (transition to existing low density residential development), adjacent to Baker Creek and Cozine Creek (environmentally sensitive areas), and opposite farmland.

## **Grandhaven Neighborhood and Activity Center –**

### **General Description:**

Located in northern McMinnville, this proposed neighborhood activity center is geographically and physically contained by Baker Creek and the North Yamhill River to the west, north and east, and by existing residential development to the south. There exist approximately 284 vacant buildable acres within this area. A well defined system of streets extends to the southern edge of this area: Hembree Street, Newby Street; McDonald Lane; and McDaniel being the primary streets. The development that forms this area's southern border is a mix of single-family detached housing, manufactured housing, and apartments. In addition, the Grandhaven Elementary

School stands as a landmark to this area, being situated midway along the southern border. A future middle school is planned on land to the immediate north of the existing elementary school.

Existing commercial services are a short distance from this area adjacent to Highway 99W.

### **Development Concept:**

Because of this area's proximity to existing concentrations of commercial development, it is unlikely that it could attract or support neighborhood commercial development. As such, the activity center for this area will likely require that it be comprised primarily of institutional-type use(s) such as a branch public library, satellite fire station and community center, postal substation, or similar combination of uses. This center should be positioned to the west of the McMinnville School District's future middle school site on McDonald Lane. If designed and developed in concert with this future school, it may be possible to provide for joint use of off-street parking facilities, and other meeting or office space, depending upon the activity center use(s). McMinnville residents could also benefit from the joint sharing of recreation facilities if public parkland were to be developed adjacent to the schools and activity center.

Adjacent to this activity center should be multi-family housing; additional opportunities for such housing may also be provided along McDaniel Street or other collector streets in the Grandhaven Neighborhood Activity Center. Low-density housing should be located adjacent to Baker Creek and North Yamhill River in order to minimize impact on these environmentally sensitive lands. Consideration might also be given to acquiring the upland edge of the river and creek terrace to provide pedestrian and bicycle connection within this neighborhood and to a larger trail system that might eventually connect throughout McMinnville. Medium density housing should be used to provide transition between the high density and low-density housing (Figure 9).

Other key development concepts and benchmarks relative to this area are as follows:

- Land for multi-family housing (four-plex and higher density housing) should occupy at least 15 total gross acres but no more than 25 total gross acres of land. A minimum of 15% and a maximum of 30% of the gross area of the neighborhood shall be designated for attached houses (multi-family) and small lot (50 ft or less in width) detached houses.
- The overall residential density of this neighborhood is targeted at 7.5 dwelling units per net acre.
- The Activity Center should be located adjacent to the existing and planned public schools. The City should encourage institutional uses (branch library, satellite fire station, or similar uses) to locate here. The center should be limited in size to no more than 10 acres.

- A neighborhood park should be located adjacent to the proposed middle school site and, to the extent possible, incorporate or connect to the activity center.
- The location of multi-family housing should be limited to locations adjacent to the commercial activity center, parkland, and along McDaniel Lane.
- Medium density residential development should be encouraged outside of the activity center adjacent to Hembree Street, McDaniel Lane, McDonald Lane, or Newby Street, and as necessary to provide transition from multi-family housing to low density residential development.
- Low-density residential development should be limited to areas immediately adjacent to Baker Creek and the North Yamhill River (environmentally sensitive areas).
- The City should be proactive in acquiring land necessary to provide a recreation trail corridor adjacent to Baker Creek and the North Yamhill River. An easterly extension of this corridor connecting it to the activity center is also encouraged.

## GRANDHAVEN ACTIVITY CENTER PLAN - Fig. 9



## **Three Mile Lane Neighborhood and Activity Center –**

### **General Description:**

Extending south of Oregon Highway 18 (a designated “expressway” by the Oregon Department of Transportation) and north of the South Yamhill River, this proposed neighborhood activity center contains some 158 acres of vacant buildable land. The area is physically identified by rural scale residential development within its western edge, a manufactured home park and commercial businesses in the northern midsection of the area, and the Mid-Willamette Valley Hospital and other medical office complex in the northeast corner. The South Yamhill River and its associated floodplain form the area’s southern edge.

Lawson Lane, a gravel surfaced County road; Norton Lane, a public City street; and Stratus Lane, a frontage road that parallels Oregon Highway 18 and extends west to east through this area, provide public access to this area. Future transportation plans for this area call for additional improvements to the McMinnville East interchange, extension of a public street from this interchange southeast and easterly through the midsection of the area, and the closure of the Oregon Highway 18 and Norton Lane intersection. These improvements are detailed in the “McMinnville Corridor Refinement Plan,” a joint planning effort of the City of McMinnville, Yamhill County, the Oregon Department of Transportation, and the Mid-Willamette Valley Council of Governments in 1996. The McMinnville City Council approved the plan in October of that same year.

To the north of this proposed neighborhood activity center, across Oregon Highway 18, are limited commercial services (Yamhill Valley Market Place complex). The McMinnville downtown is approximately 1.5 miles to the northwest.

### **Development Concept:**

The development concept for the Three Mile Lane Neighborhood Activity Center builds upon the patterns that now exist, and that are planned for the area. As such, plans should include land for the future expansion of the hospital to the south. It should also include low intensity office uses along the area’s eastern edge to buffer the planned industrial area inside the current McMinnville city limits from future residential development in the neighborhood activity center. Existing low-density residential development patterns should be respected and allowed to transition to higher densities as they move east of Lawson Lane. Finally, all development must be done in a manner that provides for full implementation of the circulation concepts and plans articulated in the approved “McMinnville Corridor Refinement Plan.”

Central to this concept plan would be the development of a neighborhood commercial activity center at or near the intersection formed by the future extensions of Norton Lane (to the south) and east interchange road. Adjacent to this node would be sited multi-family housing. Lower density housing would be arranged adjacent to Lawson Lane (as noted earlier) and the South Yamhill River floodplain. Medium density housing would be situated in a band running west to east through this neighborhood’s midsection. Additional commercial development should be

encouraged adjacent to Stratus Lane and existing commercial businesses to provide additional services to the nearby residents and traveling public. Open space or developed parkland should be provided near the multi-family housing and river (south end of Norton Lane extension). Land for churches and park-and-ride facilities might also be appropriate for this area (Figure 10).

Other key development concepts and benchmarks relative to this area are as follows:

- Land for multi-family housing (four-plex and higher density housing) should occupy at least 15 total gross acres but no more than 25 total gross acres of land. A minimum of 15% and a maximum of 30% of the gross area of the neighborhood shall be designated for attached houses (multi-family) and small lot (50 ft or less in width) detached houses.
- The overall residential density of this neighborhood is targeted at 7.5 dwelling units per net acre.
- The Activity Center should be located south of the existing medical office complex and west of Norton Lane. The center should be limited in size to no more than 10 acres, and uses should be limited to those that cater to the needs of the neighboring residents.
- A neighborhood park should be located adjacent to the South Yamhill River. In addition, the City should acquire land adjacent to the river as necessary to create a recreation trail that would provide connection to other McMinnville neighborhoods and the Three Mile Lane activity center.
- The location of multi-family housing should be limited to locations adjacent to the commercial activity center, parkland, and other commercial areas.
- Medium density residential development should be encouraged adjacent to multi-family housing.
- Low-density residential development should be limited to areas immediately adjacent to the South Yamhill River (environmentally sensitive areas) and existing Lawson Lane residential area.
- The City should be proactive in acquiring land necessary to provide a recreation trail corridor adjacent to the South Yamhill River that provides connection to other McMinnville neighborhoods and the Three Mile Lane commercial activity center.

## THREE MILE LANE ACTIVITY CENTER PLAN - Fig. 10

## **Southwest McMinnville Neighborhood Activity Center –**

The proposed Southwest activity center lies southwest of the McMinnville urban growth boundary (UGB) and encompasses 152 gross acres of buildable land. This sub-area is largely in active agricultural farm use and is dotted with rural residences situated along Old Sheridan Road. A dense stand of trees and understory plants parallel the streambeds and 100-year floodplain of the two Cozine Creek tributaries that traverse this neighborhood activity center. Topographically, this sub-area is relatively flat with limited, undulating variations in elevation generally following the paths of the natural drainage ways and streambeds. This land is composed of soils classified as Soil Class II, and lesser quality agricultural soils.

This area is provided access by Hill Road to the west, Peavine Road to the south, and Old Sheridan Road to the east. All of these roads are improved to county standards and would require additional improvements in order to adequately serve adjacent urban development.

### **Development Concept:**

The development concept for the Southwest Neighborhood Activity Center incorporates elements previously described in other proposed Neighborhood Activity Centers and builds upon the urban patterns that now exist adjacent to the area. As such, plans should include the future westerly extension of Mitchell Drive, across Old Sheridan Road, to intersect with Hill Road. Central to this concept plan would be the development of a neighborhood commercial activity center at the intersection of Mitchell Drive and Old Sheridan Road, or, if adequate buffering could be provided, at the intersection of Hill Road and Mitchell Drive. Immediately adjacent to this node should be sited multi-family housing; higher density single-family attached housing could also occur in this area. Medium density housing would be arranged throughout the central areas with the lower density development occurring adjacent to the Cozine Creek floodway in the southern and northern portions of the sub-area, and opposite farmland. Existing greenways should be protected and enhanced with open space or developed parkland being provided near the multi-family housing. Land for churches and public schools might also be appropriate for this area (Figure 11).

## SOUTHWEST ACTIVITY CENTER PLAN - Fig. 11

Other key development concepts and benchmarks relative to this area are as follows:

- Land for multi-family housing (four-plex and higher density housing) should occupy at least 15 total gross acres but no more than 25 total gross acres of land. A minimum of 15% and a maximum of 30% of the gross area of the neighborhood shall be designated for attached houses (multi-family) and small lot (50 ft or less in width) detached houses.
- The overall residential density of this neighborhood is targeted at 7.5 dwelling units per net acre.
- The commercial center should be located on the west side of the intersection of Old Sheridan Road and the westerly extension of Mitchell Drive. Commercial use should be limited to no more than 10 acres.
- Consistent with the adopted Parks, Recreation and Open Space Master Plan, a neighborhood park should be located within the central portion of the sub-area to serve nearby residential areas. The wetland areas should be incorporated into the park, as practical.
- The City should acquire land adjacent to both of the Cozine Creek floodplain areas as necessary to create recreation trails that would provide connections between Old Sheridan Road and Hill Road and provide increased accessibility to the Activity Center and Cypress Street and the Southwest Community Park currently under development.
- The location of multi-family housing should be limited to locations adjacent to the commercial center, parkland, and along Hill Road or Mitchell Drive.
- Medium density residential development should be encouraged outside of the activity center adjacent to Hill Road, Mitchell Drive, and Old Sheridan Road and to provide transition from multi-family housing to low density residential development.
- Low-density residential development should be limited to areas immediately adjacent to the Cozine Creek floodway in the northeast corner of the sub-area, and opposite farmland.
- The City should work with the McMinnville School District to assess the potential for the siting of a public elementary or middle school in this area, preferably adjacent to the proposed activity center.

## **Existing Activity Centers**

There exists in McMinnville other activity centers that are currently serving the needs of area residents. In particular, two such centers, identified as the McMinnville downtown and West Second Street, provide services in ways unique to other

residential/commercial areas. A brief description of these two activity centers follows:

## **West Second Street Neighborhood and Activity Center –**

### **General Description:**

Located along the western edge of McMinnville, the commercial component of this existing neighborhood activity center occupies three quadrants of the intersection of West Second Street and Hill Road and is some thirteen acres in size. Surrounded by both existing and developing residential neighborhoods, assisted care facilities, and the McMinnville Covenant Church, the development of this commercial node complements the size, scale and the residential design of nearby neighborhoods. Uses found within this area include both professional office and retail with additional opportunities for other future neighborhood services; some of which are currently under development. This activity center is situated approximately 1.7 miles from downtown McMinnville, and one mile from the conceptual Northwest and Southwest activity centers as described in this project.

While this neighborhood activity center serves meets of the needs of nearby residents, it's design does not take full advantage of all of the types of opportunities identified as being the main supporting elements of Neighborhood Activity Centers as proposed within this project. For example, the proposed Neighborhood Activity Centers require allocation of 15 to 25 acres for multi-family development adjacent to neighborhood commercial centers. However, within this West Second Street neighborhood area, assisted care facilities are provided in two separate locations adjacent to the commercial development, yet there is no general multi-family development within the immediate vicinity.

Additionally, the only non-commercial quadrant of this intersection (the northwest quadrant) was developed with large-lot single-family residences averaging some 1.9 dwelling units per acre. Alternatively, this land could have been developed with higher density residential development near the commercial center, adjacent to an intersection of a major collector (West Second Street) and a minor collector (Hill Road). The larger-lot, single-family residential development could have been more appropriately placed on higher elevations to the west in areas that not only contain the steeper slopes, but also afford the more panoramic views of McMinnville.

Although this activity center does not provide the same level of integration between residential, commercial, and recreational uses as identified in the proposed Neighborhood Activity Centers identified in this project, it does however provide some of those benefits, and its importance and value to the surrounding residential neighborhood are well understood, proven, and greatly appreciated.

## **McMinnville Downtown Activity Center –**

### **General Description:**

Located in the geographic center of McMinnville and centered along east Third Street, this Activity Center has been at the heart of McMinnville since before the city's incorporation in 1883. This activity center is unique in McMinnville not only in its history and physical design, but that it serves the entire community. Notable elements on this unique area include a mix of single and multi-storied commercial buildings within a traditional street grid of 200x240 square-foot blocks. Building on this framework is the human-scale proportional relationship between building heights and street widths, mature and maturing street trees, and a pedestrian friendly street design featuring intersection and mid-block crossings that incorporate sidewalk extensions that reduce the curb-to-curb dimension and increase public safety. Also found within the downtown are residences on the upper floors of the commercial and professional uses. Opportunities for more additional mixing of such uses exists<sup>20</sup>. Complementing these uses are a host of dining, entertainment, and religious opportunities that are integral to the downtown.

Numerous recreational opportunities exist at the edges of the downtown core. To the west if found the McMinnville City Park-Aquatics Center-county Library complex. Three blocks to the north is the McMinnville Community Center providing athletic, performing arts, presentation, and toddler education and activity opportunities. This is a multi-use facility that will continue to serve as the special event hub of this community.

## **Implementation of Neighborhood Activity Center Plans**

To ensure that development within these designated neighborhood activity centers occurs consistent with the principles and benchmarks described previously, the City will apply planned development overlays to each of these areas. Development regulations and procedures contained within these planned development overlays will be specific to each area's unique character, benchmarks, and design objectives. These overlays will also include a detailed description of the prerequisites to developing within these areas (master planning, street and other public utility issues, etc.).

Development within these identified neighborhoods may be permitted prior to the adoption of master plans for each of these areas provided that the development is consistent with the principles of a traditional neighborhood and design concepts described previously, meets the density and land use allocation benchmarks for that particular neighborhood, and as may otherwise be required by the City to demonstrate consistency with the objectives articulated in this land use plan. The City shall, within its resources, attempt to complete the master planning for these three neighborhoods within three years of this plan element's adoption. The City

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<sup>20</sup> Such additional opportunities have been identified and incorporated into this project. This has reduced the number of buildable acres needed to accommodate projected development needs through the year 2023.



may choose to sequence this planning work with the Northwest and Grandhaven neighborhoods receiving priority. A draft Neighborhood Activity Center ordinance is provided in Appendix “E.”

## **Residential Land Use Outside of Neighborhood Activity Centers**

Planning for residential development outside of identified Neighborhood Activity Centers shall be consistent with the following principles:

### **Low Density Residential Development (R-1 and R-2) –**

Low-density residential development should be limited to the following:

- Areas which are committed to low density development and shown on the buildable lands inventory as “developed” land;
- Areas where street facilities are limited to collectors and local streets;
- Areas having development limitations due to the topography, soil characteristics, drainage, high water table or flooding; and
- Areas with limited capacity for development in terms of facilities and services such as sewer, water, drainage, schools, police, and fire.

Consistent with these principles, there are but a few areas in the McMinnville urban area that would be planned for R-1 density. These include:

- The sloped portions of the West Hills;
- Neighborhoods and properties within the current urban growth boundary that are developed or have been approved for such densities (Michelbook, for example);
- Fox Ridge Road area;
- Redmond Hill Road area;
- Residential lands adjacent to existing or planned industrial areas.

Slightly higher densities (R-2) should be permitted on lands that exhibit the above listed characteristics (1 – 4), and following factors:

- The capacity of facilities and services;
- Walking distance of existing or planned transit;

- Proximity to jobs, commercial areas and public facilities and services should be zoned for smaller lots; and
- Proximity to and potential impact upon identified floodplains, and other environmentally sensitive areas (higher the potential impact, the lower the allowed density).

Some lands presently zone for low-density development and zoned R-1 are proposed to be rezoned for medium density or high-density residential development in order to implement the Neighborhood Activity Center concept. Specifically, these are vacant buildable lands in the Grandhaven area, and in northwest McMinnville.

### **Medium-Density Residential (R-3 and R-4):**

The majority of residential lands in McMinnville are planned to develop at medium density range (4 – 8 dwelling units per net acre). Medium density residential development uses include small lot single-family detached uses, single family attached units, duplexes and triplexes, and townhouses:

- Areas that are not committed to low density development;
- Areas that have direct access from collector or arterial streets;
- Areas that are not subject to development limitations such as topography, flooding, or poor drainage;
- Areas where the existing facilities have the capacity for additional development;
- Areas within one-half mile of existing or planned public transportation;
- Areas that can be buffered from low density residential areas in order to maximize the privacy of established low density residential areas; and
- Areas within one-quarter mile from a designated neighborhood activity or focus area.

The following factors should be used to define appropriate density ranges allowed through zoning in the medium density residential areas:

- The density of development in areas historically zoned for medium density development;
- The topography and natural features of the area and the degree of possible buffering from established low density residential areas;
- The capacity of the services;
- The distance to existing or planned public transit;

- The distance to neighborhood or general commercial centers and office business centers; and
- The distance from public open space.

### **High-Density Residential (R-5):**

*High-density residential* contains housing at densities of anywhere from 8 to 30 units per acre, depending on where the high-density dwellings are located (the highest densities being in the downtown commercial core). Typical uses include townhouses, condominiums, and apartments. This housing should be located in Neighborhood Activity Centers or within existing or planned transit corridors. In addition, it should be dispersed equally, to the extent possible, to the different activity centers to minimize unduly loading any one neighborhood or area of the city with such housing. This is consistent with the City's current multi-family housing policy that was born from the concerns regarding the proliferation of such housing in the Brockwood Hills area.

The following factors should serve as criteria in determining areas appropriate for high-density residential development:

- Areas which are not committed to low or medium density development;
- Areas which can be buffered from low density residential areas in order to maximize the privacy of established low density residential areas;
- Areas which have direct access from a major collector or arterial street;
- Areas which are not subject to development limitations;
- Areas where the existing facilities have the capacity for additional development;
- Areas within a one-quarter mile wide corridor centered on existing or planned public transit routes;
- Areas within one-eighth mile from neighborhood and general commercial shopping centers or designated activity center; and
- Areas adjacent to either private or public permanent open space.

## **Considerations Specific to Other Future Urbanizable Lands**

### **Parks and Open Space**

Although not proposed as a new plan designation, a description of future parklands, and how they are to be planned and sited, is important to understand in the context of this urbanization plan. The following is a summary of the parks and open space types to be accommodated in the future land use plan.

The parks and greenways definitions and their location are taken from the City's adopted "Parks, Recreation, and Open Space Master Plan." It is important to note that of the seven different park types listed in the adopted plan, projections for future park land are given for only three of these: neighborhood parks, community parks, and green space/greenway parks. Other park types for which a need clearly exists but future land need is not allocated include mini-parks (Taylor Park, for example), linear parks (Jandina/Westvale linear park and proposed BPA corridor pedestrian path), special use parks (Quarry Park), and trails and connectors.

Definitions and site selection criteria for neighborhood, community, and green space/greenway parks are provided below.

## **Neighborhood Parks**

Neighborhood parks are the foundation of the parks and recreation system, providing accessible recreation and social opportunities to nearby residents. Such parks are typically 5 to 13 acres in size and include both passive and active recreation opportunities. Neighborhood parks should be located within a ½ mile radius of residences without crossing a major street for easy pedestrian and bicycle access. Neighborhood park sites are generally level.

## **Community Parks**

A community park provides a variety of active and passive recreational opportunities for all age groups. These parks are generally larger in size and serve a wider base of residents than neighborhood parks. Community parks often include developed facilities for organized group activity as well as facilities for individual and family activities. Community park sites are typically 12 to 13 acres in size and should possess physical characteristics appropriate for both active and passive recreation. Land within the flood plain should generally be considered only if facilities are to be located above the 100-year flood elevation.

## **Green space/Greenway**

A green space or greenway is an area of natural quality that protects valuable natural resources and provides wildlife habitat. The size of the park should be adequate to protect the resource and may include land for developed features that support outdoor recreation, such as picnic areas, benches, small-scale parking, restrooms, and other similar trailhead amenities. The minimum corridor width is 100 feet.

In addition to these parks, and the other park types listed in the adopted parks plan, this Urbanization Plan envisions other smaller public spaces -- such as greens, plazas, and small mini-parks located in activity centers, and office/industrial park focus areas.

## **Commercial Lands**

Neighborhood commercial uses should be located within identified Neighborhood Activity Centers, as described previously. Other locational criteria relative to commercial land use are provided in existing plan policies.

## **Industrial Lands**

Industrial lands are to be located consistent with existing and proposed plan policies (see Appendix “D” for proposed industrial lands policies, and Volume II of the McMinnville Comprehensive Plan for existing policies).

The application of the above described policies and locational factors, and previously described measures, produces the comprehensive plan map illustrated below (Figure 12).

## **Summary**

The data and analysis presented in this report indicate that the City of McMinnville will be required by state planning law to expand its UGB to provide approximately 900 gross vacant buildable acres of land. Table 16 shows a summary of land supply and capacity for the existing UGB and the proposed UGB expansion areas. The table shows land need measured in dwelling units (capacity) and acres at the average needed housing density.

In summary, McMinnville will need 6,014 new dwelling units between 2003 and 2023. At the average needed density of 5.7 dwelling units per gross residential acre, the City will need 1,053 buildable residential acres. The City has capacity for 2,949 dwelling units within its UGB at historical densities, leaving an unmet housing need of 3,065 dwelling units. Unmet land need is 538 gross residential acres.

The land use efficiency measures proposed by the City will increase land capacity within the existing UGB by 1,016 dwelling units reducing land needed for housing by more than 178 acres. The land use efficiency measures increase total housing capacity within the existing UGB to 3,965 dwelling units. This leaves an unmet housing need of 2,049 dwelling units and the need for an additional 360 acres of residential land outside the current UGB.

The exceptions area analysis identified capacity for 906 dwelling units within the four exception areas proposed for inclusion in the expanded UGB. About 228 acres of buildable land exist in the exceptions areas.

The resource area analysis identified capacity for 4,082 dwelling units at a density of 6.3 dwelling units per gross residential acre. The higher density assumptions used for resource lands accounts for land use efficiencies that can be achieved on larger vacant parcels. About 653 acres of buildable land exist in the resource areas.

In total, the proposed UGB expansion areas encompass about 880 buildable acres and have capacity for 4,988 dwelling units—a capacity 2,939 dwelling units and about 520 acres more than is needed for housing.

Land needed for housing, however, is not the only land need. The City will require an additional 531 acres for schools, parks, commercial, and other public and semi-public uses. This figure reflects about 60 acres deducted from total parkland need to account for Joe Dancer Park North.

Subtracting other land needs from the surplus needed for housing leaves a deficit of between 10 and 15 acres. The City assumes this deficit can be address by additional land use efficiency that occurs over the 20-year planning horizon.

**Table 16. Summary of land supply and capacity, existing McMinnville UGB and proposed UGB expansion areas**

	Land Need (measured in dwelling units)	Land Need (measured in acres)	Gross Density
<b>Housing:</b>			
Housing unit need	6,014	1053.00	5.7
Housing unit capacity (inside UGB)	2,949		
Unmet housing unit need	3,065	538.00	5.7
<b>Proposed Measures To Increase Residential Land Capacity (inside UGB):</b>			
Allow ADU's in residential zones	200	35.09	
Rezone portion of West Hills from R-1 to R-2	204	35.79	
Rezone other residential and non-residential properties	80	14.04	
Direct increased density to transit corridors	90	15.79	
Direct increased density to Northwest Neighborhood Activity Center	238	41.75	
Direct increased density to Grandhaven Neighborhood Activity Center	143	25.09	
Add downtown upper floor housing opportunities to buildable land inventory	61	10.70	
<b>Total Proposed Measures Adjustments</b>	<b>1,016</b>	<b>178.25</b>	
<b>Adjusted Housing Unit Capacity (inside UGB):</b>	<b>3,965</b>		
<b>Adjusted Housing Unit Need:</b>	<b>2,049</b>	<b>359.75</b>	<b>5.7</b>
<b>Housing Unit Capacity (outside existing UGB):</b>			
<b><u>Exception Lands</u></b>	<b>906</b>	<b>227.51</b>	<b>4.0</b>
Riverside South	552	128.60	4.3
Lawson Lane	46	10.76	4.3
Redmond Hill Road	81	23.15	3.5
Fox Ridge Road	227	65.00	3.5
<b><u>Resource Lands</u></b>	<b>4,082</b>	<b>653.15</b>	<b>6.3</b>
Northwest	876	140.22	6.3
Grandhaven	857	137.06	6.3
Southwest	950	151.97	6.3
Norton Lane	414	66.27	6.3
Three Mile Lane	985	157.63	6.3
<b>Total Housing Unit Capacity (outside existing UGB):</b>	<b>4,988</b>	<b>880.66</b>	<b>5.7</b>
<b>Housing Unit Surplus or (Deficit) (in du's)</b>	<b>2,939</b>		
<b>Acres surplus or (deficit) (assumes 5.7 du/gr ac)</b>	<b>515.65</b>	<b>520.91</b>	
<b>Other lands need (acres):</b>			
Public schools	96.00	96.00	
Public parks	254.00	254.00	
Religious	47.60	47.60	
Commercial land	106.00	106.00	
Other	27.50	27.50	
<b>Total Other Land Need (acres):</b>	<b>531.10</b>	<b>531.10</b>	
<b>Total Acres Surplus or (Deficit)</b>	<b>(15.45)</b>	<b>(10.19)</b>	

NOTE: Park need reduced by 59.89 acres to account for Joe Dancer Park North

## NEW COMPREHENSIVE PLAN MAP – (Fig. 12)